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# THE

# MISCELLANEOUS DOCUMENTS

OF THE

# HOUSE OF REPRESENTATIVES

FOR THE

THIRD SESSION OF THE FIFTY-THIRD CONGRESS.

1894-95.

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IN SEVENTEEN VOLUMES.

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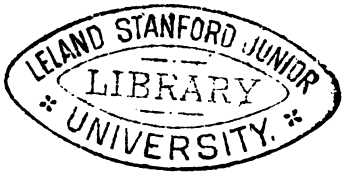
WASHINGTON:
GOVERNMENT PRINTING OFFICE.
1895.

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# ELEVENTH REPORT

OF THE

# UNITED STATES

# CIVIL SERVICE COMMISSION.

July 1, 1893, to June 30, 1894.

[Previous reports can be consulted at the principal public libraries.]

WASHINGTON:
GOVERNMENT PRINTING OFFICE.
1895.

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# VIEWS OF THE PRESIDENT, HEADS OF DEPARTMENTS AND OTHER OFFICIALS RELATIVE TO THE CIVIL-SERVICE LAW.

[From the annual message of the President, December, 1894.]

There are now connected with the Post-Office establishment 32,661 employees who are in the classified service. This includes many who have been classified upon the suggestion of the Postmaster-General. He states that another year's experience at the head of the Department serves only to strengthen the conviction as to the excellent working of the civil-service law in this branch of the public service. * * *

The system adopted a few years ago regulating the employment of labor at the navy-yards is rigidly upheld and has fully demonstrated its usefulness and expediency. It is within the domain of civil-service reform, inasmuch as workmen are employed through a board of labor selected at each navy-yard and are given work without reference to politics and in the order of their application, preference, however, being given to army and navy veterans and those having former navy-yard experience.

Amendments suggested by experience have been made to the rules regulating the system. Through its operation the work at our navy-yards has been vastly improved in efficiency, and the opportunity to work has been honestly and fairly awarded to willing and competent applicants. * * *

Owing to the peculiar quality of the statistician's work, and the natural and acquired fitness necessary to its successful prosecution, the Secretary of Agriculture expresses the opinion that every person employed in gathering statistics under the chief of that division should be admitted to that service only after a thorough, exhaustive, and successful examination at the hands of the United States Civil Service Commission. This has led him to call for such examination of candidates for the position of assistant statisticians, and also of candidates for chiefs of sections in that division.

The advantages to the public service of an adherence to the principles of civil-service reform are constantly more apparent; and nothing is so encouraging to those in official life who honestly desire good government as the increasing appreciation by our people of these advantages. A vast majority of the voters of the land are ready to insist that the time and attention of those they select to perform for them important public duties should not be distracted by doling out minor offices, and they are growing to be unanimous in regarding party organization as something that should be used in establishing party principles instead of dictating the distribution of public places as rewards of partisan activity.

Numerous additional offices and places have lately been brought within civil-service rules and regulations, and some others will probably soon be included.

The report of the Commissioners will be submitted to the Congress, and I invite careful attention to the recommendations it contains.

[From the report of the Postmaster-General, 1894.]

Another year's experience has served only to strengthen the conviction expressed in my last annual report as to the excellent working of the civil-service law in the Post-Office Department, and my desire to see its operation extended to every branch of the postal service to which such extension is practicable.

A single illustration will serve as a demonstration of the value of civil-service protection. In the year 1889, after the railway mail service had been looted for political purposes, the record of correct routings to one error, which had been in the previous year 3,694 to 1, at once fell to 2,834 to 1. The service then came under the protection of the civil-service law and its efficiency gradually rose until for 1893 the record was 7,144 to 1, and now for the year 1894 it has reached 7,831 to 1. This record is unprecedented in the history of the service and renders comment upon the effect of the civil-service law upon it unnecessary.

Wherever it has been possible to do so without positive detriment to the service, moreover, vacancies occuring in the departmental clerkships above the classified grades have been filled by promotion; and this practice, together with an occasional transfer of an exceptionally well-equipped clerk from the field to the departmental service has seemed to act as a wholesome stimulus to the ambition of the employees generally.

If a system which relieves the appointing officers of the Department of a great burden, which protects the service by requiring a reasonable test of competency before an appointment is made, and which assures the appointee that his tenure will be undisturbed as long as his efficiency and good behavior continue, has produced such good results in the clerical force of the Department, it is reasonable to inquire whether something like it could not be applied with advantage to the lower grades of postmasters.

To one whose duty it is to study the vast mechanism of our postal system in detail, the fact soon becomes too plain for contradiction that it is a business and not a political system; and no person can fill the office of Postmaster-General, even for a short time, without devoutly longing for the day when this fact will receive universal recognition. Owing to the peculiar character and distribution of our population it may not be possible for many years to establish a thoroughly satisfactory automatic system of postal administration in the United States, and the first step toward such a consummation is embarrassed by the difficulty of dislodging from the public mind any well-rooted association of ideas, however illogical.

For more than one generation the American people have been trained to regard the post-offices as inseparable from the varying fortunes of the two great political parties, and in some instances, even, as legitimately following the vicissitudes of mere factions within a party. This fallacy is to be deplored, whether we treat it broadly as a theory of spoils, or only as reflecting some assumed relation between the principles of a political organization and the business capacity of its membership. The intelligence of our people has long outgrown the notion that any one political party enjoys a monopoly of administrative talent.

But, brushing these considerations aside, and regarding the redistribution of the post-offices with every new Administration as merely an incident to the "change" which the people at large have demanded at the polls, is it fair to those communities which have not joined in the demand to compel them to share the fruits of the demand made by others? The local post-office is closely connected with the every-day life of the people who patronize it; and nothing is further from the principles of home rule and majority rule than to force a change of postmasters upon a community which may have lately cast more than half its votes against any change whatever. Yet this is what happens, and is bound to happen as long as the post-offices remain in the public mind, and hence in the practice of the Government, associated with politics.

It is scarcely necessary to add that, as long as this association continues, the Postmaster-General will be compelled to give up the larger part of his time and attention to the settlement of controversies about appointments, to the exclusion of all other business. Improvements in administrative methods, investigation of abuses, economy of expenditure—everything, in short, of permanent advantage to the public—must give way to this one absorbing but temporary interest, the selection of some tens of thousands of appointees from among some scores of thousands of candidates. If an appointment when finally made were to last during the good behavior of the appointee, the time spent in making the choice would not seem so nearly wasted. But, under the practice to which long usage has given somewhat the force of an unwritten law, the process is unending. The same weary round must be trod through the four years of one Administration, only to be retrod through the four years of the next, and so on through an infinite succession of Administrations.

No head of a private business need be told how damaging to management and discipline such distractions are; and the postal service must either be taken out of the political field altogether and surrounded with the same conditions which conduce to the health of a private business, or be divided, for administrative purposes, into two sections, the one political and the other nonpolitical, each under a separate head, so that the executive authority on the nonpolitical side shall not be required to divert his mind from the great business questions before him, and the head of the political side shall not be required to give any of his thought to the improvement of the postal system. There is little doubt that, if resort should ever be had to this alternative, the obvious expensiveness of a system in which politics were openly treated as an essential factor would speedily settle its fate with the people; yet the plan here suggested is not a whit more extravagant than the practice followed to-day, which reaches the same end by indirection, the postal service losing the benefit of many improvements which a Postmaster-General would be able to map out and execute if he were given a reasonable opportunity to devote his attention to the strictly business functions of his office.

In my last annual report I said: "Any change in the present system by extending the term of the postmasters of all classes or by placing their selection with the people in the several localities would be a welcome relief to the officers of the Post-Office Department and place the power of selection where it more properly belongs."

Various devices have been proposed for relieving the Postmaster-General of his ever-increasing burden of responsibility with regard to appointments. Only one measure, however, so far as I am aware, has yet taken the form of a legislative bill. That provides for the division of the whole country into postal districts, each under the supervision of an inspector, who is to investigate the antecedents, experience, reputation, etc., of all applicants for vacant fourth-class postmasterships in his own district and report results to the Postmaster-General. The Postmaster-General is then to appoint the candidate who, on the face of the report, appears to be best qualified in all respects. Once appointed, a postmaster may not be suspended or removed for political reasons.

It is claimed by the sponsors for this bill that, if the statistics of several years past afford any criterion, more than 15 per cent of the fourth-class postmasters would be removed for cause in any

year, and that when the service had once been thoroughly sifted and the principle of undisturbed tenure during good behavior had become firmly settled and universally understood, the proportion would be still further diminished.

Whether such a plan is or is not the best that can be devised, it is at least the formulation of a plan which is entitled to the most earnest, careful, and immediate consideration and may become a foundation upon which to build. What is earnestly desired, and what daily appears more of a necessity, is legislation of some kind which will insure an improvement upon present methods. And I trust that Congress, using the bill which is now before it as a basis, or substituting one which it is satisfied is better, will lose as little time as possible in coming to the relief of the Department.

[From the report of the General Superintendent of the Railway Mail Service, 1894.]

The civil-service laws and regulations as applied to the railway mail service accomplish all the most sanguine expected. The eligibles for appointment who have been certified and selected excel in the fundamental qualities, such as suitable age, good physical condition and habits, activity and retentiveness of memory, and prospective growth and length of useful service.

Having such desirable undeveloped material to work upon, the management experience less difficulty in molding it into well-disciplined, industrious, thoughtful, efficient clerks. A much larger per cent of the probationers succeed in earning permanent appointments, and, under the system of development which obtains in the service, they continue to improve during their connection with it, and as opportunities occur, are advanced in class according to their merits. In the judgment of this office the present efficiency could not have been obtained under any other method.

[From the annual report of the Secretary of the Interior, 1894.]

Permanency of service * * * is absolutely necessary to success. I believe it is possible to develop a competent, permanent, nonpartisan Indian service, and I hope before the end of another year that such progress will have been made in this direction that its realization will be assured. * * *

If it is not deemed advisable to separate the surveying of the public lands from the General Land Office, then competent surveyors, selected through the Civil Service Commission and attached to the surveying division of the General Land Office, should be intrusted with this work.

[From the annual report of the Secretary of the Navy, 1894.]

The system of employing workmen at navy-yards through a board of labor, taking them without reference to politics and in the order of their application, giving preference to veterans and those with former navy-yard experience, has been adhered to, and continues to be commended without exception by all naval officers and others whose duties have brought them in contact with it. It is believed that those taken on through these labor boards at the several yards are politically divided approximately in the proportion that parties bear to each other in the vicinity of such yards. No instance of favoritism in the employment of labor is believed to have occurred, and, indeed, no well-founded complaint on that score has at any time been made. * * *

It is hoped and believed that during the coming two years the system as at present carried out will result in such a fair and equitable distribution of employees at navy-yards that all political parties will agree that this method of employing labor, so heartily commended by all who understand its merits, should become permanent. The labor at navy-yards has so increased in efficiency that many of the superintending officers contend, and it would seem with much show of reason, that the Government can now fairly compete with private concerns in the cost of constructing vessels and machinery.

[From the report of the Secretary of Agriculture, 1894.]

There is no line of investigation which requires more ntellectual discipline, more accuracy of judgment, more patience in research, more skill in combining and correlating facts and figures, or more special training for its pursuit, than the line followed by the painstaking and successful statistician. Holding such opinions, the Secretary of Agriculture is convinced that every person employed in gathering statistics under the chief of that division should be admitted to that work only after a thorough, exhaustive, and successful examination at the hands of the United States Civil Service Commission. Therefore, he has called for such examinations, by that honorable body, of candidates for the positions of assistant statistician and for chiefs of sections in the division of statistics. When these examinations transpire, any employees now in that division of the Department of Agriculture are at liberty, with other competitors, to test their peculiar fitness and adaptation for that work by submitting to the examination.

It is quite certain that their long experience with the facts and figures that are received from day to day in that division will be no disadvantage to them in the contest with outsiders, who have had no such contact. * * *

In addition to the county agents, the Federal Government has a State statistical agent in each State and Territory of the Union. The salaries of these agents range from $400 to $1,200 per annum each. As a rule they are competent and accomplished men, but the service would be vastly improved if all these appointees were placed in the classified service, so that hereafter, when a vacancy occurs, the

person appointed to fill it shall have passed an examination before the United States Civil Service Commission, demonstrating his fitness and adaptability for the proper discharge of the duties pertaining to the position.

[From the report of Senate Committee on Foreign Relations, No. 886, Fifty-third Congress, third session.]

It must be admitted that the present management of our foreign service is burdened with many drawbacks to its efficacy by considerations that relate to domestic politics. Partisan policy, when strictly carried out in making appointments in our foreign service, has no other meaning than that the consular offices are primarily regarded as rewards for political services. The real capacity and usefulness of a consul is too often a secondary consideration.

This important and indispensable part of the machinery by which our foreign intercourse is conducted is often employed to pension political favorites. That to subserve the interests of the service ought to be the sole end in view in the selection of incumbents can not be disputed. To consider the offices merely as sources from which these partisan officeholders may derive four years of maintenance is as absurd as it would be to construct a navy to defend the country and to intrust its command to landsmen without experience for whom we might desire to provide a living and comfortable quarters.

Such a purpose, or one not more gratifying, has often been put into practice in our diplomatic and consular service. To protect and promote in time of peace our varied foreign interests through the agency of a trained personnel is not a less important subject for legislative consideration and provision than in time of war to defend them by the most efficient means at our command.

The object of this act is to provide a system by which persons shall be trained for the duties of the consular service, so that they shall be able to perform them in the best possible way at a reasonable expense to the Government. That this can not be obtained without removing the selection of persons for this service from the control of party politics is shown by our experience, if any proof were required to establish a conclusion so entirely true and indisputable.

Fitness of the candidate, permanency of tenure during good behavior, and an impartial method of selection and to govern promotion as reward for efficiency are the principles on which a useful consular service can alone be based, with an expectation of the best results.

Under our present system a consular or diplomatic officer has no sooner familiarized himself with the duties of his office and begun to acquire a knowledge of its business and fitness for his duties than he is removed to make room for another novice, who is likewise superseded as soon as his experience begins to enable him to discharge the duties of his office to the satisfaction of himself and others. Thus, in one generation the same post is frequently filled by a number of men, who are successively displaced as soon as they have learned to transact the business of their offices with something of professional knowledge and skill.

This system is not only unjust to the people, but it is equally unjust to the agents, who are thrown back upon their own resources just at the time when a three or four years' prepartion has fitted them to devote their energies and capacity with advantage to the foreign service.

To compete successfully with the agents of foreign powers, and to conduct advantageously the political and commercial affairs of our own country, the appointee to this service should be familiar, not only with the laws, customs, industries, manufactures, and natural products of our own land, but they should be instructed in the laws, pursuits, language, the contributions to commerce, and the character of the people to whom they are accredited. To this should be added a competent knowledge of the law of nations and of commercial law. As long as these officers are transferred from pursuits and associations which have no connection with commerce or the foreign service, however able and skillful they may be in other things, they can not possess the special knowledge and skill which will render their labors either useful or creditable to the consular service.

[From the report of the Board of Indian Commissioners, 1894.]

We are pleased to observe the earnest care now exercised by Superintendent Hailmann and the Civil Service Commission in the examination of applicants for positions in this (Indian) service. And we were gratified to read in the report of the superintendent respecting the operations of the civil-service law that "in spite of the limitations it imposes upon the appointing officers, it exerts on the whole a most salutary influence upon the character of the service." We heartily agree with him in the "hope that in due course of time every position in the Indian school service will come within the provisions, or, at least, under the spirit of this law."

* * * * * * *

We recommend * * * the placing of the entire Indian service under regulations of the civil-service law.

[Report of C. C. Painter, Board of Indian Commissioners.]

A few facts observed seem sufficiently noteworthy to find a place in this report. * * * The manifest improvement of the teaching force since the schools have been put under the civil-service reform regulations.

[Report of Merrill E. Gates, president Board Indian Commissioners.]

It is more evident with each year of experience that the lack of a systematic application of the approved principles of civil-service reform is the great lack of our (Indian) agency system.

# ELEVENTH ANNUAL REPORT

OF THE

# UNITED STATES CIVIL SERVICE COMMISSION.

WASHINGTON, D. C., *November 28, 1894.*

SIR: There was no extension of the classified service during the fiscal year ended June 30, 1894, the period covered by this report, although it is understood that there were a number of post-offices which would have been made free-delivery offices, and therefore have become classified offices, had the appropriation applicable to this branch of the service justified it. The Commission was advised in June last by the Postmaster-General that it was the intention of the Department to establish free delivery at a number of offices which he named, and the Commission, acting upon this information, organized boards of examiners at these offices and held examinations for the purpose of establishing eligible registers in order to be prepared when the free-delivery service should be extended thereto. Subsequently the Commission was informed by the Department that, owing to the smallness of the appropriation, the date for the establishment of free delivery at these offices had been indefinitely postponed.

## OUTLINE OF WORK DONE IN EXAMINATIONS AND APPOINTMENTS.

From July 1, 1893, to June 30, 1894, 3,532 applicants were examined for the departmental service at Washington, of whom 2,366 passed and 1,166 failed to pass; for the railway mail service, 4,267 were examined, 3,120 passed, and 1,147 failed to pass; for the Indian service, 431 were examined, 290 passed, and 141 failed to pass; for the customs service, 3,372 were examined, 2,012 passed, and 1,360 failed to pass; for the postal service, 25,777 were examined, 14,343 passed, and 11,434 failed to pass. The whole number examined for the five branches of the classified service was 37,379, of whom 22,131 passed and 15,248 failed to pass. Compared with the previous year this shows an increase of 12,541 in the whole number examined, an increase in the whole number who passed of 8,123, and in the whole number who failed to pass of 4,418. The whole number appointed in the year covered by this report is as follows: Departmental service, 386; railway mail service, 718; Indian

service, 166; customs service, 280; postal service, 2,823; total, 4,372—an increase of 83 over the previous year. The tables showing in detail the results of the year's work will be found in the appendix. The appendix also contains the law, rules and regulations, classifications, rulings, and other important matters.

### APPORTIONMENT OF APPOINTMENTS.

The requirement of law that the appointments in the Departments at Washington shall be apportioned to the States, Territories, and the District of Columbia on the basis of population has been carefully observed. A mathematically exact apportionment can not of course be maintained, as occasionally it is found necessary in filling a place requiring highly technical qualifications to appoint the apparently best qualified person without reference to his place of residence; but every State has received substantially its due share of appointments. Great pains are taken to see that applicants are actual bona fide residents of the States in which they claim residence, and so rigid are the requirements in this regard that the cases are very rare indeed where an appointee is charged to the apportionment of a State who is not an actual resident of that State. It has been the custom to print from year to year in the appendix of the report the names of all persons appointed to the departmental service, the place to which appointed, and the State and town in which they claim residence. One object of this is to expose any possible fraudulent claim of residence; but the cases of ascertained fraud have been so few, in recent years especially, that attempts at fraud in this matter are believed to have practically ceased. Reports made to the Commission show that comparatively little attention has been paid to an apportionment of appointments in the unclassified service, where influence of one sort or another is the controlling factor.

### PRACTICAL CHARACTER OF THE COMMISSION'S WORK.

There was formerly a good deal of misstatement indulged in as regards the questions asked by the Commission, it being one of the favorite untruths of the spoilsmen that these questions were irrelevant or unpractical. There was so little foundation for these statements, and their folly was so patent, that they are now rarely repeated. As a matter of fact, the questions asked by the Commission are practical and relevant to the duties of the position sought.

### COMPETITIVE EXAMINATIONS.

It is not claimed that, under all circumstances, a system of competitive examinations would be best for filling all positions. What is claimed is that under existing conditions this system is infinitely better than the patronage system, which is at present the only alternative. Moreover, our experience shows that as a matter of fact all the posi-

tions in the Government service, with possibly a few exceptions, can well be filled under the competitive system; that in the great majority of cases they can be better filled in this way than in any other at present devised.

### THE CLERICAL AND EXAMINING FORCE OF THE COMMISSION.

In consequence of the action of Congress at the last session in appropriating directly for thirty-six additional clerks for the Commission in lieu of those then detailed from the Departments, the Commission has been able to reorganize its force on a very satisfactory and efficient basis. It can scarcely be said to have been organized at all before, being made up chiefly of detailed clerks, some efficient and some very inefficient. The best of the detailed clerks were retained and appointed on the Commission's rolls, and the others returned to the Departments from which they were detailed. The resulting vacancies were filled by the transfer from the several Departments of men carefully selected for their special qualifications for the Commission's work, and the selection of others from the eligible registers. The result has been the building up and organization of a force that for ability and efficiency will bear comparison with any other force of like number in public or private employment anywhere. With this force the best of results can be guaranteed. Although the number employed is not greater than at times in the past, there has been a very marked increase both in quantity and quality of work done. Too much stress can not be laid upon the importance of the action taken by Congress in divorcing the Commission from the Departments in the matter of clerical help and putting it upon an independent footing by placing its whole force under its exclusive control.

### EXAMINATIONS AND INSPECTIONS.

In all the post-offices and custom-houses the Commission holds examinations twice each year, conducted by the local boards, the papers, however, being marked at Washington by the central board. For the railway mail service, the Indian service, and the departmental service the examinations are held by examiners sent from the office of the Commission. Under the law these examinations should be held twice a year in each State. This can not always be done, however, owing to the inadequacy of the appropriation for traveling expenses. In the last two fiscal years this appropriation has fallen short, and it has been impossible to hold examinations in some of the outlying States more than once. Much time is required for inspecting local offices, and without constant and rigorous inspection it is quite impossible to guarantee a full observance of the law in these offices. Hitherto the Commission has not been able, on account of small force and lack of sufficient appropriation for traveling expenses, to make these inspections as frequently as should be done. The present force will enable more frequent inspections to be made, if adequate appropriations are provided.

Arrangements have been made to hold examinations in groups, in the spring and in the fall, but if the appropriation falls short many of the spring examinations will have to be given up. This is not a hardship to the Commission; it is simply a hardship to the people living in the outlying States.

## THE POSTAL SERVICE.

About one-half of all the employees of the classified service are in the 610 classified post-offices. In the larger offices, which have been classified some years, the law is, as a rule, working well. In most of these offices, although there are one or two exceptions, the law is now better observed than it has ever been before. Among these offices, the Commission is pleased to be able to state that the post-office in Baltimore is one in which a marked improvement has been noted. The Baltimore office, by the way, is an instance of the good accomplished by the Commission's investigations and reports, even when there is a failure in getting the action asked for. Under the Democratic administration of this office, from 1885 to 1889, there was mismanagement of the postal affairs and violations of the civil-service law. Not less than 96 per cent of the Republican employees were turned out during the four years. In 1889 a Republican postmaster was appointed, and for the first year things were managed just as badly, the action of the parties being the reverse. Sweeping removals were made among the Democratic employees, and all people appointed were Republicans. Then the Commission investigated the office, reported at length upon the condition it found therein, and recommended the adoption of stringent measures. The Postmaster-General did not adopt the measures recommended by the Commission, and the Department and the Commission came into sharp collision in the matter, the whole affair being finally investigated by Congress and reported upon at length in House Document No. 1669, Fifty-second Congress, first session. The Commission failed in its efforts to have the postmaster and his offending employees removed. Nevertheless, the facts recently tabulated in reference to the changes in the Baltimore post-office show that the Commission's action resulted in the immediate stoppage of the wrongs complained of. The publicity given to the affair, the plain language used by the Commission, and the hearty indorsement it received from all men interested in good government, produced almost as much effect as if the postmaster had been removed. The result was that, for the entire term of the administration of the Republican postmaster in Baltimore, as compared with the entire term of the administration of his predecessor, a marked improvement was shown. The figures are by no means entirely satisfactory. They show that there was much partisanship, but they also show that there was less partisanship than before, since under Democratic administration of the office 96 per cent of the Republicans were turned out, while but 68 per cent of the Democrats were turned out under the Republican administration, and, more-

over, a number of Democrats were appointed during this administration. While, as already stated, the showing is not satisfactory, and the Commission in reviewing the action of the postmaster refused to excuse his faults by comparing them with the faults of his predecessor, nevertheless there was a substantial gain, and the fact of this substantial gain makes it easier for the present postmaster to closely observe the law.

The Indianapolis office is another office which, from being a very bad office from a civil-service point of view, became a very good office under the late postmaster, and continues to be a good office under the present postmaster.

The Commission can not forbear to give two testimonies of the efficiency of the law, coming from the postmasters at Boston and Chicago, both being offices where the law is well observed. The postmaster at Chicago informed the Commission that the character of the men obtained through examination was better than that obtained in private business by the ordinary methods of selection, and that he was able to testify to this from his personal experience. The postmaster at Boston has informed the Commission that his experience in the office goes to show that the majority of the men appointed under the late Republican administration of that office were Democrats; a guaranty of the nonpartisan enforcement of the law in that office.

In fact, in almost all of the larger post-offices, as well as in most branches of the departmental service at Washington, the Commission feels that politics have been practically eliminated in making appointments and removals. In many of the smaller offices there is still some trouble. In most of these offices, however, the law is well enforced. Complaints from a number of offices, notably from Indiana, have been investigated by the Commission, resulting in the conviction that a large number of removals have been made in these offices for political reasons, although other offenses, generally of a minor character, have been alleged as the grounds for the dismissals. In some offices practically clean sweeps have been made, and the Commission holds that where this is done the burden of proof rests upon the postmaster or other appointing officer to show that it has not been done on the ground of politics. Much is expected from the recent orders of the Postmaster-General in relation to removals in the way of correcting this evil. The Commission could much more effectively deal with these cases if it had the power to investigate all cases of dismissal and could administer oaths. These powers ought to be conferred upon it.

## THE RAILWAY MAIL SERVICE.

As regards the railway mail service, the Commission has merely to reiterate what it said last year. The service has been considered of the highest efficiency, the law has been absolutely observed, and neither appointments nor removals have been made for political reasons.

The House of Representatives at the last session passed a bill making eligible for reinstatement the railway mail clerks who were turned out of office in the spring of 1889, after the change of Administration. Should this bill become a law, it will, of course, be a precedent, if there is again a change of Administration, for the passage of other bills of similar character to allow the reinstatement of any officials discharged under similar circumstances during the present Administration, such as, for instance, those of the post-offices at Galesburg, Ill., Bloomington, Ill., Kansas City and Topeka, Kans., Athens, Ga., and Plattsburg, N. Y., in all of which, and in many others, advantage was taken in 1893 of the necessary delay in the classification of the office to make sweeping changes, exactly as was done in the railway mail service in 1889. The only safe rule to follow in cases like these is to begin with the actual classification of the office, and not to take account of the abuses, equally discreditable to both parties, which take place between the date of the order of classification and the completion of classification—a necessary interval, but always made as short as possible. The Senate has not yet considered this bill, and it is earnestly hoped that it will not. Its enactment into law would not only establish a most dangerous precedent for further legislation of the same sort, but would undoubtedly also tend greatly to the demoralization of the railway mail service, which is now at so high a point of efficiency.

The condition of the railway mail service continues to illustrate the absurdity of the claim that to get good service the employees must be in political sympathy with the Administration in power for the time being. This Service has never been more efficient than at the present moment. It is even more efficient than it was at the close of the last Administration, although at that time it had reached a higher standpoint than ever before. Yet there have been practically no changes for the last five years and a half in this service for political reasons. The bulk of the employees have entered through civil-service examination, and they are drawn indiscriminately from all political parties. Only a normal number of changes have occurred in the last two years, and the same men who are rendering such excellent service now under the present Administration are the same who rendered a service only less excellent under the last Administration of a different political complexion.

## THE INDIAN SCHOOL SERVICE.

Gratifying progress has been made during the last year in the administration of the civil-service law in connection with the Indian school service. In consequence of this service being classified, it has for the first time in its history been comparatively unaffected by the change of Administration. Up to this time any change in parties at Washington has invariably been followed by sweeping removals and appointments of Indian school superintendents and school teachers for political or personal reasons. Now the great majority of those who were appointed

have been retained in office, and new appointments have been made on the basis of ascertained fitness, without reference to political considerations. The Commission takes this opportunity of acknowledging the warm support and helpful suggestions it has received from Superintendent Hailmann, and the cordial cooperation of the Board of Indian Commissioners. It is also pleased to record the fact that Superintendent Hailmann has testified in the most emphatic manner to the good conferred by the civil service law, and to the extreme difficulty there would be in managing his office effectively in the interest of the Indians were it not for the protection afforded by the law.

### REASONS FOR DISMISSAL.

While the civil-service law does not in terms regulate dismissals from the service, it does provide a system for appointments upon merit, in which considerations of politics and religion find no place, being excluded in definite and specific terms. This being the case with reference to the appointments to the service, it follows as a logical sequence that politics should and rightfully can have nothing to do with continuance in or exit from the service. Unfortunately, in many cases the facts have been otherwise, and the Commission is fully convinced that to some extent religious and political considerations will influence dismissals until there is a requirement of law or rule that not only shall the reasons for dismissal be made a matter of record and be made known to the person to be dismissed, but that he also be given an opportunity to be heard in his own defense. In this line is a practice lately introduced by the Postmaster-General in the postal service. In the circular introducing the new practice he says:

> For the purpose of avoiding unjust removals of clerks and carriers in the classified service, and to avoid embarrassment and annoyance to the Department and postmasters with reference thereto, postmasters in free-delivery offices are hereby notified that the following policy prevails in the Post-Office Department, and will be enforced:
>
> All removals and new employments of clerks and changes in rosters must be reported to the First Assistant Postmaster-General as soon as made.
>
> No carrier shall be removed except for cause and upon written charges filed with the Post-Office Department, and of which the carrier shall have full notice and an opportunity to make defense.
>
> No resignation requested by the postmaster, or any one for him, will be accepted by the Department.

This is in striking contrast to the practice that prevailed previously in the postal service, and that now generally obtains in other branches of the service. So far as results are known to the Commission, the practice introduced by the Postmaster-General is working well, and in the direction of security, stability, and efficiency in the service, and undoubtedly toward the complete elimination of politics therefrom.

It has been often claimed, and with some show of reason, that any interference with the arbitrary power of removal, even to the extent of

requiring reasons to be stated and giving the accused a hearing, would weaken the discipline and impair the efficiency of the service. The Commission has never believed this to be true, but the contrary, and it is convinced that its belief will find a complete justification in the postal service under the order of the Postmaster-General. What promises so well in that service, in the judgment of the Commission, might safely and without fear of evil consequences be applied to all branches of the classified service.

### POLITICAL DISCRIMINATIONS.

Partisan feeling and bias often show themselves in the service in discriminations in favor of the adherents of one party and against those of another, not only in the matter of dismissals, but also in connection with promotions and reductions. The most common form of this discrimination in connection with dismissals is to dismiss employees of one political faith for offenses which are allowed to pass unnoticed or with slight reprimand when committed by employees of the opposite political faith. This form has been of more frequent occurrence in the recently classified post-offices than elsewhere, but it is believed that it will soon disappear in these offices, so far as the letter-carrier force is concerned, under the enforcement of the order of the Postmaster-General above referred to. In the departmental service during the present Administration, as also under the last Administration, promotions and reductions have frequently been made from political or personal considerations, with little reference to the merit of the employees. The remedy for this, and the Commission believes the only adequate remedy, is the introduction and enforcement of promotion regulations which will establish a uniform system for promotions and reductions in the Departments. At present there are no general regulations on the subject.

### OFFENSIVE PARTISANSHIP.

The Commission has many questions put to it by outsiders, by Government employees, and by heads of Departments, as to what course should be followed as regards participation in politics by people in the classified service. The rules against offensive partisanship are usually strictly construed against the opponents of the party in power, and leniently against their adherents. Government officials belonging to the opposite party are dismissed for attending primaries, writing letters of congratulation to successful candidates, and the like, while adherents of the party in power do these things with impunity. As a matter of fact no rule about what is deemed proper partisanship in the classified service has ever been authoritatively construed, and the Commission has no power whatever to construe such a rule. The Commission feels strongly that whatever rule is adopted should apply equally to adherents of all parties, and that it would be safe to adopt as such a rule the requirement that the adherents of the party in power shall

never do what would cause friction in the office and subvert discipline if done by the opponents of the party in power. A man in the classified service has an entire right to vote as he pleases, and to express privately his opinions on all political subjects; but he should not take any active part in political management or in political campaigns, for precisely the same reasons that a judge, an army officer, a regular soldier, or a policeman is debarred from taking such active part. It is no hardship to a man to require this. It leaves him free to vote, think, and speak privately as he chooses, but it prevents him, while in the service of the whole public, from turning his official position to the benefit of one of the parties into which that whole public is divided; and in no other way can this be prevented.

### CONVICTION OF OFFENDERS AGAINST THE LAW.

The Commission calls attention to the conviction of Postmaster Ickes, of Newark, Ohio, and of Internal-Revenue Collector Haney, in Kentucky, for having taken part in making political assessments during the Presidential campaign of 1892. Against Mr. Haney the Commission took action in the midst of the campaign, and, owing largely to the admirable conduct of the then district attorney of Kentucky, Mr. Jolly, a conviction was finally secured and a fine imposed. In 1892 the Commission, in warning persons against violating the civil-service law in relation to assessments, explained that in some cases doubtless it would not find out the violations at the time, but after the election—especially if there were a change of Administration—it would, and would then take action against the offenders. In Mr. Ickes's case the Commission was able to make good this promise. It did not find out that he had, while postmaster, during the election assessed all his clerks and carriers in the interests of the Republican party, until the beginning of the year 1894, fortunately before the time the statute of limitations had run against the offense. It at once laid the matter before the Attorney-General, with a request for the prosecution of Ickes. The prosecution was had, and Ickes was convicted and fined $400.

In August, 1894, charges of the same kind were brought against the recorder of deeds of the District of Columbia, C. H. J. Taylor, a Democrat. The Commission investigated this case and prepared a report which is now in the hands of the President for action.

In investigating this case the Commission was much struck by the condition of terrorism that obtains in the unclassified civil service. In this service there is no security of tenure. Removals are made for purely political and personal reasons, and there is much corruption in consequence. In the unclassified civil service, and in the excepted places at Washington, the conditions are as bad as ever. These evils will be largely cured by the recent extension of classification in the departmental service.

## POLITICAL ASSESSMENTS.

The Commission has had much trouble with political assessments this year. Section 12 of the law reads:

> That no person shall, in any room or building occupied in the discharge of official duties by any officer or employee of the United States, * * * solicit in any manner whatever * * * any contribution of money or any other thing of value for any political purpose whatever.

The Commission has always construed the words "solicit in any manner whatever" to apply to solicitation by letter as much as to solicitation in person, and, as a matter of fact, when the law was originally drawn in this fashion the intention of those who proposed it was to have this construction put upon it. The Commission had accordingly always interfered publicly against, and tried to put a stop to, the solicitation from Government employees in Government buildings by letters from campaign committees in the interest of any political party.

In the Presidential campaign of 1892 it strove to secure the conviction of numerous men implicated in this method of assessment. In June, 1893, however, the Attorney-General rendered an opinion to the effect that solicitation by letter was not solicitation within the meaning of the act.* The effect has been seen at once, and during the campaign of 1894 there has been more solicitation by letter than in any recent non-Presidential campaign of which the Commission has knowledge.

As a sample of the way this is done, take the two following communications. The first is from an agent of the Democratic State committee to the employees of the custom-house and post-office in San Francisco, and reads as follows:

SEPTEMBER 28, '94.

Mr. ————.

SIR: Feeling that as an office holder you are desirous of seeing the present Administration perpetuated, and to that end are anxious that the DEMOCRATIC ticket be successful at the coming election, you are advised that it has been decided to ask of you a subscription toward defraying the expenses of the coming campaign.

It is suggested that an amount equal to two (2) per cent of your yearly salary would be about the sum you should subscribe; and it is trusted that your patriotic sentiments and sound Democracy will prompt you to respond without delay.

Please call on Mr. Lee D. Craig, notary public, at No. 316 Montgomery street, who is authorized to receive this subscription and give receipt for same.

Respectfully,

LEE D. CRAIG.
M.

The second is from the Democratic local committee in Pittsburg, Pa., and is addressed to the employees of the post-office and internal-revenue collector's office, and reads as follows:

[Office of J. Pressly Fleming & Co., 57 Fourth ave.]

PITTSBURGH, *October 4, 1894.*

DEAR SIR: I will be in my office daily from 10 to 12 o'clock a. m. and 3 to 5 o'clock p. m.

Will you kindly call at such hour as may best suit your convenience?

Respectfully, yours,

J. PRESSLY FLEMING, *Treasurer.*

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* *This opinion* is printed in full at p. 116, post.

The first of these, it will be noticed, makes the request for contributions outright; the second merely requests the individual to whom the letter is addressed to call at the office of the treasurer of the local campaign committee. These requests, however, are really in the nature of blackmail. The employees are afraid in many cases to refuse to contribute when requested to do so by men standing high in power in the party to which their own superior officer belongs, men who are often closely identified with the superior officer in both business and political relations.

The Commission, on discovering the frequency with which these efforts to collect political assessments were being made, issued the following circular:

Information has been received by the United States Civil Service Commission that a circular has been sent to the employees of the custom-house and post-office, requesting subscriptions for campaign purposes. The employees of these offices are hereby notified that they are under no obligation whatsoever to make a subscription to any campaign committee for political or other purposes, and that they can not be legally molested in any way for failure to subscribe. Political assessments under any guise are prohibited by law. The Commission will do all in its power to see that anyone attempting to coerce employees into making a subscription is punished. If he is in the Government service (or if not in the Government service but takes part in soliciting in a Government building), the Commission will employ every available means to secure his prosecution and punishment. The Commission earnestly advises Federal employees not to pay a dollar to any political party unless of their own free will and because they desire to do so, and it assures them that it will do everything it can to see that they are not jeopardized for refusing to contribute. It invites prompt complaint of any Government official who directly or indirectly endeavors to force them to contribute or seeks to have them punished in any way for not contributing, and it will at once take action to punish the violation of law.

This was delivered to the secretaries of various local boards for publication in the office and for circulation among the employees, and it was also given to the press. Every effort was therefore made to see that employees were not jeopardized in their rights, but were left free to contribute, or not, as they wished.

The circular certainly had some result. In Pittsburg, for instance, the Commission learned, in the course of an investigation, that the Republican employees had made up their minds that they would have to contribute; and when this circular was published they refused to do so. This fact not only shows the good done by the action of the Commission, but it also shows what previous investigations have shown—that employees belonging to the party out of power are quite as apt to contribute as those belonging to the party in power.

In the course of the investigation at Pittsburg, the Commissioner making the investigation reported concerning the internal-revenue office as follows:

In this office there has been no coercion and no assessment contrary to law. Unquestionably, however, the office in its present condition, being outside the civil-service law, is used as a cog in the machine of whichever party happens to be in power. At present it is the Democratic party, but the conditions were doubtless

substantially the same when the Republicans were in power. It appears that the collector of internal revenue, Mr. Kearns, was appointed at the nomination of, or by the suggestion of, Congressman Sipe, being referred to by the politicians as "Sipe's appointee." Mr. Kearns treated me with the utmost courtesy, and has evidently not violated the law in any particular. He told me frankly, as did the other witnesses, how appointments were made in his force. The internal revenue district covers several Congressional districts. Where there is a Democratic Congressman he distributes the patronage unless for some reason he is out of favor with the appointing power. Thus Congressman Sipe has had the nomination of all appointees from his district and, being a very influential man, has also had the nomination of some of the appointees from outside of his district. Congressman Sibley, on the other hand, whose views on various matters have been alien to those of the appointing power, has had but one or two appointments given him, the other appointments in his district having been made on the initiative of the local Democratic leaders; this last being the plan generally in the districts where there are no Democratic Congressmen. The collector informed me that all of the appointments of the men under him were made in this way, on the initiative and at the suggestion of the different Democratic leaders, he reserving to himself the privilege of rejecting any whom he considered unfit. The men thus appointed have, of course, always been active ward workers—leaders at the primaries and the polls. They have not been assessed or coerced, save by the feeling of their party associates. All those who had been in office a full year had paid, or intended to pay, sums varying from $35 to $150. Perhaps $75, or at least $50, would be the ordinary amount paid, the whole force in Mr. Kearns's office thus contributing $6,000 or $7,000, and probably more, to the local campaign fund.

These payments are taken as a matter of course. The men get their appointments because of their political activity and their influence with the leaders of their party, and as they get them because of such services—not to the public but to the manipulators of the machine—they naturally expect to pay for the privileges they have obtained. As a consequence the collector's office forms a big treasury chest out of which the dominant party can take sums to expend, honestly or dishonestly, as the case may be, in influencing the elections. This investigation of itself affords conclusive proof that the internal-revenue office should be classified. The positions of the men could readily be filled through the examinations of the Commission, and it would be impossible to fill them in any more absurd way than is the fashion now under the patronage system, where the individuals who are supposed to serve the public, and the public only, are appointed because of their services to some political chief or political faction, and expect, as a matter of course, that a part of the salary that they receive from the whole people should be applied to the advancement of some political party representing a fraction of the people. The salaries paid by the Government should be measured by the services rendered by the employees. Under the spoils system these salaries are always supposed not merely to reward the public servant for services rendered, but also to enable him to pay some one else for having procured for him the appointment. It is not necessary to point out the dangers to decent government involved in a system which turns all the offices into a vast bribery chest—a bribery chest of a double kind, for the offices themselves are used as plunder with which to pay the leaders in the game of politics, while the salaries attached to the offices are further used as material from which to draw great sums to influence or corrupt the voters at large. It is, of course, quite impossible that such a system should not produce widespread political demoralization and corruption. I recommend most earnestly that as a result of this investigation we again urge the classification of the internal-revenue service.

It will be seen from this report not only how universal the habit is of making political assessments under some form or other in the non-

classified service, but also how necessary it is that the internal-revenue service should be classified.

The case at San Francisco possesses one point of aggravation. The person signing the circular requesting campaign funds, Lee D. Craig, is a political friend of the collector, Mr. Wise, and at the time of sending the assessing circulars enjoyed special privileges as notary in the custom-house, he having a desk in the building and a sign advertising that fact and his business, which he had authority from the Secretary of the Treasury to carry on there. It was his custom to go to the custom-house on Saturdays and on the last business day of every month to attend to his business with the custom-house people. In the judgment of the Commission these circumstances made it peculiarly obligatory upon the collector to disavow all responsibility for the assessment circular signed by Craig, and to publicly announce that no employee would be jeopardized in his position for failure or refusal to contribute. Mr. Wise did not discharge this obligation, but remained silent and left it to be inferred, as it certainly very generally was, that the circulars were issued with his knowledge and consent. The opposite course pursued by Collector Warren, at Boston, who, without any special circumstances such as existed at San Francisco to suggest it, did make such announcement, makes Collector Wise's failure conspicuous by contrast. The Commission brought the matter of the privilege enjoyed by Craig at the San Francisco custom-house to the attention of the Secretary of the Treasury in connection with the assessment circular, and was informed by that officer that he had directed the removal of Mr. Craig's sign from the custom-house building.

There are other complaints of political assessment before the Commission, the investigation of which has not yet been concluded. The experience of the Commission shows conclusively that where public officials, not content with possibly refraining from violating the law, actively aid in its enforcement there is no difficulty with political assessments or other attempts at violation.

## AMENDMENTS TO THE RULES AND EXTENSION OF CLASSIFICATION.

During the fiscal year the President approved several minor amendments to the civil-service rules, but none of commanding importance. Recently, however, and since the close of the year, the President approved an amendment to Customs Rule I by which the classification of the customs service is extended to include all customs ports and districts in which there are as many as 20 employees. Prior to this amendment the number of customs districts classified was 11. The effect of the amendment is to classify 22 other districts, with a total of 647 employees. The districts still remaining unclassified are few and comparatively unimportant. Another important amendment recently approved was that to Postal Rule II, the effect of which was to withdraw from the excepted class nearly all of the places which had pre-

viously been excepted from examination in the post-offices. The Commission deems this amendment a very important one, and one that will have far-reaching and beneficial results. No official action in connection with the postal service since the classification of the free-delivery offices can at all be compared with this in importance.

Another important action taken by the President recently has been the direction to the Secretary of the Treasury to reclassify the customs service so as to base the classification upon designation and duty, and not upon compensation, as has been the case heretofore. This revision of the customs classification brings it into harmony with the classification of all the other branches of the service in its form and substance, and classifies all employees who are not employed merely as workmen or laborers and persons appointed by the President. Previous to this revision the lower limit of classification was fixed at $900, and all persons receiving a compensation below that sum were excluded from the classified service. The number of persons affected by this change is not at this moment definitely known, but will probably be in the neighborhood of 1,200 or 1,500. The revision of the classifications of the Departments at Washington, directed by the President on the 2d of November, brings into the classified departmental service all the messengers, assistant messengers, and watchmen, previously unclassified, and removes from the unclassified service a large number of positions which have heretofore largely been the prey of the spoilsmen, and is an important contribution to the cause of civil-service reform. The revision of the classification of the Post-Office Department also included the sea-post clerks, and an amendment to the railway mail rules withdraws from the excepted class all transfer clerks employed at railway junction points and clerks serving on steamboats when not employed jointly with the railroad or steamboat company. These several recent amendments to the rules and revisions of classification mark a very decided advance in the civil-service reform movement, leaving comparatively few important branches of the service yet unclassified.

### BRANCHES OF THE SERVICE REMAINING UNCLASSIFIED.

In view of the recent extensions of the classified service, it seems appropriate at this time to call attention to the branches of the service which are proper subjects for classification and which still remain unclassified,* as follows: In connection with the Treasury Department: The internal-revenue service, the mint and assay offices, the subtreasuries, the light-house service, the life-saving service, the revenue-cutter service, the steamboat-inspection service, the marine-hospital service, and the employees connected with the immigration bureau. In the Interior Department: Certain classes of employees in the Indian service. In the War Department: The employees of the armories and arsenals. In the Navy Department: The clerks and writers and other employees

* For a statement of the unclassified service, see p. 121, *post*.

of the navy-yards. Not connected directly with any Department: The service of the District of Columbia, the Government Printing Office, the Interstate Commerce Commission, and the public employees of the Smithsonian Institution and the National Museum.

The foregoing enumeration embraces substantially all the branches of the service to which, in the judgment of the Commission, the civil-service rules could appropriately be applied, unless it should be decided to make, under these rules, a preliminary test of qualification before making selections for appointment in the consular service.

We have the honor to be, your obedient servants,

JOHN R. PROCTER,
CHARLES LYMAN,
THEODORE ROOSEVELT,
*Commissioners.*

The PRESIDENT.

# HISTORICAL REGISTER

OF THE

# UNITED STATES CIVIL SERVICE COMMISSION.

## COMMISSIONERS:

JOHN R. PROCTER, Kentucky, *President.*
CHARLES LYMAN, Connecticut.
THEODORE ROOSEVELT, New York.

WM. H. WEBSTER, *Chief Examiner.*
JOHN T. DOYLE, *Secretary.*

*List of Commissioners, chief examiners, and secretaries since 1883.*

| Name. | Whence appointed. | Date of oath of office. | Date of retirement. |
|---|---|---|---|
| COMMISSIONERS. | | | |
| Dorman B. Eaton | New York | Mar. 9, 1883 | Resigned Apr. 17, 1886. |
| John M. Gregory | Illinois | do | Resigned Nov. 9, 1885. |
| Leroy D. Thoman | Ohio | do | Do. |
| Wm. L. Trenholm | South Carolina | Nov. 9, 1885 | Resigned Apr. 17, 1886. |
| Alfred P. Edgerton | Indiana | do | Removed Feb. 9, 1889. |
| John H. Oberly | Illinois | Apr. 17, 1886 | Resigned Oct. 10, 1888. |
| Charles Lyman | Connecticut | do | |
| Hugh S. Thompson | South Carolina | May 9, 1889 | Resigned June 23 1892. |
| Theodore Roosevelt | New York | May 13, 1889 | |
| George D. Johnston | Louisiana | July 14, 1892 | Removed Nov. 28, 1893. |
| John R. Procter | Kentucky | Dec. 2, 1893 | |
| CHIEF EXAMINERS. | | | |
| Charles Lyman | Connecticut | May 11, 1883 | Apr. 17, 1886.[1] |
| William H. Webster | do | Aug. 28, 1886 | |
| SECRETARIES. | | | |
| Wm. S. Roulhac | North Carolina | June 11, 1883 | Died Apr. 17, 1884. |
| Robert D. Graham | do | Apr. 25, 1884 | Resigned Sept. 15, 1886. |
| John T. Doyle[2] | New York | Sept. 15, 1886 | |

[1] Appointed Commissioner.
[2] Mr. Doyle was appointed stenographer to the Commission March 9, 1883, and promoted upon appointment by the President from that position to secretary.

# APPENDIX.

## PART I.—CIVIL-SERVICE ACT, RULES, REGULATIONS, ETC.

## CIVIL-SERVICE ACT, SECTIONS OF REVISED STATUTES AND OF STATUTES AT LARGE.

[Chapter 27, Statutes at Large, vol. 22, p. 403.]

**AN ACT to regulate and improve the civil service of the United States.**

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That the President is authorized to appoint, by and with the advice and consent of the Senate, three persons, not more than two of whom shall be adherents of the same party, as Civil Service Commissioners, and said three commissioners shall constitute the United States Civil Service Commission. Said commissioners shall hold no other official place under the United States.

The President may remove any commissioner; and any vacancy in the position of commissioner shall be so filled by the President, by and with the advice and consent of the Senate, as to conform to said conditions for the first selection of commissioners. Commissioners.

The commissioners shall each receive a salary of three thousand five hundred dollars a year. And each of said commissioners shall be paid his necessary traveling expenses incurred in the discharge of his duty as a commissioner.

SEC. 2. That it shall be the duty of said commissioners:

*First.* To aid the President, as he may request, in preparing suitable rules for carrying this act into effect, and when said rules shall have been promulgated it shall be the duty of all officers of the United States in the departments and offices to which any such rules may relate to aid, in all proper ways, in carrying said rules, and any modifications thereof, into effect. Rules.

*Second.* And, among other things, said rules shall provide and declare, as nearly as the conditions of good administration will warrant, as follows:

First, for open, competitive examinations for testing the fitness of applicants for the public service now classified or to be classified hereunder. Such examinations shall be practical in their character, and so far as may be shall relate to those matters which will fairly test the relative capacity and fitness of the persons examined to discharge the duties of the service into which they seek to be appointed. Competitive examinations.

Vacancies, how filled. Second, that all the offices, places, and employments so arranged or to be arranged in classes shall be filled by selections according to grade from among those graded highest as the results of such competitive examinations.

Apportionment. Third, appointments to the public service aforesaid in the departments at Washington shall be apportioned among the several States and Territories and the District of Columbia upon the basis of population as ascertained at the last preceding census. Every application for an examination shall contain, among other things, a statement, under oath, setting forth his or her actual bona fide residence at the time of making the application, as well as how long he or she has been a resident of such place.

Probation. Fourth, that there shall be a period of probation before any absolute appointment or employment aforesaid.

Political service. Fifth, that no person in the public service is for that reason under any obligations to contribute to any political fund, or to render any political service, and that he will not be removed or otherwise prejudiced for refusing to do so.

Coercion. Sixth, that no person in said service has any right to use his official authority or influence to coerce the political action of any person or body.

Non-competitive examinations. Seventh, there shall be non-competitive examinations in all proper cases before the commission, when competent persons do not compete, after notice has been given of the existence of the vacancy, under such rules as may be prescribed by the commissioners as to the manner of giving notice.

Records. Eighth, that notice shall be given in writing by the appointing power to said commission of the persons selected for appointment or employment from among those who have been examined, of the place of residence of such persons, of the rejection of any such persons after probation, of transfers, resignations, and removals, and of the date thereof, and a record of the same shall be kept by said commission.

Exceptions. And any necessary exceptions from said eight fundamental provisions of the rules shall be set forth in connection with such rules, and the reasons therefor shall be stated in the annual reports of the commission.

Regulation of examinations. *Third.* Said commission shall, subject to the rules that may be made by the President, make regulations for, and have control of, such examinations, and, through its members or the examiners, it shall

Minutes of proceedings. supervise and preserve the records of the same; and said commission shall keep minutes of its own proceedings.

Investigations. *Fourth.* Said commission may make investigations concerning the facts, and may report upon all matters touching the enforcement and effects of said rules and regulations, and concerning the action of any examiner or board of examiners hereinafter provided for, and its own subordinates, and those in the public service, in respect to the execution of this act.

Annual report. *Fifth.* Said commission shall make an annual report to the President for transmission to Congress, showing its own action, the rules and regulations and the exceptions thereto in force, the practical effects thereof, and any suggestions it may approve for the more effectual accomplishment of the purposes of this act.

Chief examiner. SEC. 3. That said commission is authorized to employ a chief examiner, a part of whose duty it shall be, under its direction, to act with the examining boards, so far as practicable, whether at Washington

or elsewhere, and to secure accuracy, uniformity, and justice in all their proceedings, which shall be at all times open to him. The chief examiner shall be entitled to receive a salary at the rate of three thousand dollars a year, and he shall be paid his necessary traveling expenses incurred in the discharge of his duty. The commission shall have a secretary, to be appointed by the President, who shall receive a salary of one thousand six hundred dollars per annum. It may, when necessary, employ a stenographer, and a messenger, who shall be paid, when employed, the former at the rate of one thousand six hundred dollars a year, and the latter at the rate of six hundred dollars a year. The commission shall, at Washington, and in one or more places in each State and Territory where examinations are to take place, designate and select a suitable number of persons, not less than three, in the official service of the United States, residing in said State or Territory, after consulting the head of the department or office in which such persons serve, to be members of boards of examiners, and may at any time substitute any other person in said service, living in such State or Territory in the place of any one so selected. Such boards of examiners shall be so located as to make it reasonably convenient and inexpensive for applicants to attend before them; and where there are persons to be examined in any State or Territory, examinations shall be held therein at least twice in each year. It shall be the duty of the collector, postmaster, and other officers of the United States, at any place outside of the District of Columbia where examinations are directed by the President or by said board to be held, to allow the reasonable use of the public buildings for holding such examinations, and in all proper ways to facilitate the same.

Secretary.

Boards of examiners.

Duties of public officers.

SEC. 4. That it shall be the duty of the Secretary of the Interior to cause suitable and convenient room and accommodations to be assigned or provided, and to be furnished, heated, and lighted, at the city of Washington, for carrying on the work of said commission and said examinations, and to cause the necessary stationery and other articles to be supplied, and the necessary printing to be done for said commission.

Accommodations, etc., for commission.

SEC. 5. That any said commissioner, examiner, copyist, or messenger, or any person in the public service who shall willfully and corruptly, by himself or in co-operation with one or more other persons, defeat, deceive, or obstruct any person in respect of his or her right of examination according to any such rules and regulations, or who shall willfully, corruptly, and falsely mark, grade, estimate, or report upon the examination or proper standing of any person examined hereunder, or aid in so doing, or who shall willfully and corruptly make any false representations concerning the same or concerning the person examined, or who shall willfully and corruptly furnish to any person any special or secret information for the purpose of either improving or injuring the prospects or chances of any person so examined, or to be examined, being appointed, employed or promoted, shall for each such offense be deemed guilty of a misdemeanor, and upon conviction thereof, shall be punished by a fine of not less than one hundred dollars, nor more than one thousand dollars, or by imprisonment not less than ten days, nor more than one year, or by both such fine and imprisonment.

Frauds.

SEC. 6. That within sixty days after the passage of this act it shall be the duty of the Secretary of the Treasury, in as near conformity

Customs classification.

as may be to the classification of certain clerks now existing under the one hundred and sixty-third section of the Revised Statutes, to arrange in classes the several clerks and persons employed by the collector, naval officer, surveyor, and appraisers, or either of them, or being in the public service, at their respective offices in each customs district where the whole number of said clerks and persons shall be all together as many as fifty. And thereafter, from time to time, on the direction of the President, said Secretary shall make the like classification or arrangement of clerks and persons so employed, in connection with any said office or offices, in any other customs district. And, upon like request, and for the purposes of this act, said Secretary shall arrange in one or more of said classes, or of existing classes, any other clerks, agents, or persons employed under his department in any said district not now classified; and every such arrangement and classification upon being made shall be reported to the President.

Postal classification.

*Second.* Within said sixty days it shall be the duty of the Postmaster-General, in general conformity to said one hundred and sixty-third section, to separately arrange in classes the several clerks and persons employed, or in the public service, at each post-office, or under any postmaster of the United States, where the whole number of said clerks and persons shall together amount to as many as fifty. And thereafter, from time to time, on the direction of the President, it shall be the duty of the Postmaster-General to arrange in like classes the clerks and persons so employed in the postal service in connection with any other post-office; and every such arrangement and classification upon being made shall be reported to the President.

Extensions.

*Third.* That from time to time said Secretary, the Postmaster-General, and each of the heads of departments mentioned in the one hundred and fifty-eighth section of the Revised Statutes, and each head of an office shall, on the direction of the President, and for facilitating the execution of this act, respectively revise any then existing classification or arrangement of those in their respective departments and offices, and shall, for the purposes of the examination herein provided for, include in one or more of such classes, so far as practicable, subordinate places, clerks, and officers in the public service pertaining to their respective departments not before classified for examination.

Examination required for appointment and promotion.

SEC. 7. That after the expiration of six months from the passage of this act no officer or clerk shall be appointed, and no person shall be employed to enter or be promoted in either of the said classes now existing, or that may be arranged hereunder pursuant to said rules, until he has passed an examination, or is shown to be specially exempted from such examination in conformity herewith. But nothing herein contained shall be construed to take from those honorably discharged from the military or naval service any preference conferred by the seventeen hundred and fifty-fourth section of the Revised Statutes, nor to take from the President any authority not inconsistent with this act conferred by the seventeen hundred and fifty-third section of said statutes; nor shall any officer not in the executive branch of the Government, or any person merely employed as a laborer or workman, be required to be classified hereunder; nor, unless by direction of the Senate, shall any person who has been nominated for confirmation by the Senate be required to be classified or to pass an examination.

Preference claimants, § 1754 R. S.

Exclusions.

SEC. 8. That no person habitually using intoxicating beverages to excess shall be appointed to, or retained in, any office, appointment, or employment to which the provisions of this act are applicable. Intoxicating beverages.

SEC. 9. That whenever there are already two or more members of a family in the public service in the grades covered by this act, no other member of such family shall be eligible to appointment to any of said grades. Family.

SEC. 10. That no recommendation of any person who shall apply for office or place under the provisions of this act, which may be given by any Senator or Member of the House of Representatives, except as to the character or residence of the applicant, shall be received or considered by any person concerned in making any examination or appointment under this act. Recommendation by Members of Congress.

SEC. 11. That no Senator, or Representative, or Territorial Delegate of the Congress, or Senator, Representative, or Delegate elect, or any officer or employé of either of said houses, and no executive, judicial, military, or naval officer of the United States, and no clerk or employé of any department, branch, or bureau of the executive, judicial, or military, or naval service of the United States, shall, directly or indirectly, solicit or receive, or be in any manner concerned in soliciting or receiving any assessment, subscription, or contribution for any political purpose whatever, from any officer, clerk, or employé of the United States, or any department, branch, or bureau thereof, or from any person receiving any salary or compensation from moneys derived from the Treasury of the United States. Political assessments.

SEC. 12. That no person shall, in any room or building occupied in the discharge of official duties by any officer or employé of the United States mentioned in this act, or in any navy-yard, fort or arsenal, solicit in any manner whatever, or receive any contribution of money or any other thing of value for any political purpose whatever.

SEC. 13. No officer or employé of the United States mentioned in this act shall discharge, or promote, or degrade, or in any manner change the official rank or compensation of any other officer or employé, or promise or threaten so to do, for giving or withholding or neglecting to make any contribution of money or other valuable thing for any political purpose.

SEC. 14. That no officer, clerk, or other person in the service of the United States shall, directly or indirectly, give or hand over to any other officer, clerk, or person in the service of the United States, or to any Senator or Member of the House of Representatives, or Territorial Delegate, any money or other valuable thing on account of or to be applied to the promotion of any political object whatever.

SEC. 15. That any person who shall be guilty of violating any provision of the four foregoing sections shall be deemed guilty of a misdemeanor, and shall, on conviction thereof, be punished by a fine not exceeding five thousand dollars, or by imprisonment for a term not exceeding three years, or by such fine and imprisonment both, in the discretion of the court. Penalty.

Approved, January 16, 1883.

SECTIONS OF REVISED STATUTES AND OF STATUTES AT LARGE.

SEC. 1753. The President is authorized to prescribe such regulations for the admission of persons into the civil service of the United States as may best promote the efficiency thereof, and ascertain the fitness of each candidate in respect to age, health, character, knowledge, and President to establish regulations.

ability for the branch of service into which he seeks to enter; and for this purpose he may employ suitable persons to conduct such inquiries, and may prescribe their duties, and establish regulations for the conduct of persons who may receive appointments in the civil service.

Applications to Civil Service Commission to be accompanied by certificate of residence.

* * * (Par. 1.) That hereafter every application for examination before the Civil Service Commission for appointment in the Departmental service in the District of Columbia, shall be accompanied by a certificate of an officer, with his official seal attached, of the county and State of which the applicant claims to be a citizen, that such applicant was, at the time of making such application, an actual and bona fide resident of said county, and had been such resident for a period of not less than six months next preceding;

Not to apply to promotion, etc.

But this provision shall not apply to persons who may be in the service and seek promotion or appointment in other branches of the Government. * * * (Sup. R. S., vol. 1, p. 772.)

Preference in appointment.

SEC. 1754. Persons honorably discharged from the military or naval service by reason of disability resulting from wounds or sickness incurred in the line of duty, shall be preferred for appointments to civil offices, provided they are found to possess the business capacity necessary for the proper discharge of the duties of such offices.

Preference in reductions.

* * * In making any reduction of force in any of the Executive Departments, the head of such Department shall retain those persons who may be equally qualified who have been honorably discharged from the military or naval service of the United States, and the widows and orphans of deceased soldiers and sailors. (19 Stats., 169.)

No employment allowed except upon specific appropriation.

That no civil officer, clerk, draughtsman, copyist, messenger, assistant messenger, mechanic, watchman, laborer, or other employee shall * * * be employed in any of the Executive Departments or subordinate bureaus or offices thereof at the seat of Government, except only at such rates and in such numbers, respectively, as may be specifically appropriated for by Congress for such clerical and other personal services for each fiscal year; and no civil officer, clerk, draughtsman, copyist, messenger, assistant messenger, mechanic, watchman, laborer, or other employee shall hereafter be employed at the seat of Government in any Executive Department or subordinate bureau or office thereof or be paid from any appropriation made for contingent expenses, or for any specific or general purpose, unless such employment is authorized and payment therefor specifically provided in the law granting the appropriation, and then only for services actually rendered in connection with and for the purposes of the appropriation from which payment is made, and at the rate of compensation usual and proper for such services; * * * all details of civil officers, clerks, or other subordinate employees from places outside of the District of Columbia for duty within the District of Columbia, except temporary details for duty connected with their respective offices, be, and are hereby, prohibited; and thereafter all moneys accruing from lapsed salaries, or from unused appropriations for salaries, shall be covered into the Treasury. (Sup. R. S., p. 374.)

Details from outside for duty within District of Columbia.

Lapsed salaries.

Reports

It shall be the duty of the heads of the several Executive Departments of the Government to report to Congress each year in the annual estimates the number of employees in each bureau and office and the salaries of each who are below a fair standard of efficiency. (Sup. R. S., p. 773.)

Hours of labor.

* * * It shall be the duty of the heads of the several Executive Departments, in the interest of the public service, to require of all clerks and other employees, of whatever grade or class, in their respective Departments, not less than seven hours of labor each day, except

Sundays and days declared public holidays by law or Executive order: *Provided*, That the heads of the Department may, by special order, stating the reason, further extend or limit the hours of service of any clerk or employee in their Departments, respectively; but in case of an extension it shall be without additional compensation: *And provided further*, That the head of any Department may grant thirty days' annual and thirty days' sick leave, with pay, in any one year to each clerk or employee, the sick leave to be allowed in cases of personal illness only, or where some member of the immediate family is afflicted with a contagious disease and requires the care and attendance of such employee, or where his or her presence in the Department would jeopardize the health of fellow clerks: *And be it further provided*, That in exceptional and meritorious cases, where to limit such sick leave would work peculiar hardship, it may be extended, in the discretion of the head of the Department, with pay not exceeding sixty days in any one case or in any one calendar year.

Sick leave.

This section shall not be construed to mean that so long as a clerk or employee is borne upon the rolls of the Department in excess of the time herein provided for or granted that he or she shall be entitled to pay during the period of such excessive absence, but that the pay shall stop upon the expiration of the granted leave. (Stat. L., vol. 27, p. 715.)

No pay when absence is in excess.

## ORDERS OF THE POSTMASTER-GENERAL.

### PRESIDENTIAL WARNING AGAINST THE USE OF OFFICIAL POSITIONS TO CONTROL POLITICAL MOVEMENTS.

POST-OFFICE DEPARTMENT,
*Washington, May 23, 1894.*

The following Executive instructions are still in force and are republished for the information and guidance of all officers and employees of the postal service.

W. S. BISSELL,
*Postmaster-General.*

EXECUTIVE MANSION,
*Washington, July 14, 1886.*

***To the heads of Departments in the service of the General Government:***

I deem this a proper time to especially warn all subordinates in the several Departments and all officeholders under the General Government against the use of their official positions in attempts to control political movements in their localities.

Officeholders are the agents of the people, not their masters. Not only is their time and labor due to the Government, but they should scrupulously avoid in their political action, as well as in the discharge of their official duty, offending, by display of obtrusive partisanship, their neighbors who have relations with them as public officials.

They should also constantly remember that their party friends, from whom they have received preferment, have not invested them with the power of arbitrarily managing their political affairs. They have no right as officeholders to dictate the political action of their party associates, or to throttle freedom of action within party lines by methods and practices which pervert every useful and justifiable purpose of party organization.

The influence of Federal officeholders should not be felt in the manipulation of political primary meetings and nominating conven-

tions. The use by these officials of their positions to compass their selection as delegates to political conventions is indecent and unfair; and proper regard for the proprieties and requirements of official place will also prevent their assuming the active conduct of political campaigns.

Individual interest and activity in political affairs are by no means condemned. Officeholders are neither disfranchised nor forbidden the exercise of political privileges; but their privileges are not enlarged nor is their duty to party increased to pernicious activity by office-holding.

A just discrimination in this regard between the things a citizen may properly do and the purposes for which a public office should not be used is easy in the light of a correct appreciation of the relation between the people and those intrusted with official place, and a consideration of the necessity, under our form of government, of political action free from official coercion.

You are requested to communicate the substance of these views to those for whose guidance they are intended.

GROVER CLEVELAND.

The foregoing regulation has peculiar application to postmasters, and its spirit should guide their conduct in all official intercourse with the public. They are servants of the people in that branch of governmental service which ministers most to their immediate personal convenience and interests and comes in closest contact with all. Enjoyment of its privileges compels persons of both sexes, of all ages, of various conditions, of different nationalities, of every opinion, to visit the post-office with frequency. They transact business generally small in external details but of deep interest or value to them, and, in the aggregate, of vast magnitude and great importance to the country. All, of every degree, condition, and private opinion, are entitled of right to a kindly service by their Government, with attention, civility, and accommodating assistance on the part of its agents, and especially without offense to their sensibilities. The postmaster must therefore be patient, courteous, and helpful in transacting his business, compel his clerks to similar conduct or dismiss them, and so govern himself and them that every proper visitor may leave gratified by good treatment. Advantage of the enforced opportunity should never be taken to subject visitors to the public office either to proselyting attempts to convert them or to other wounds of feeling by expressions in opposition to their opinions—political, religious, or otherwise.

The regulation forbids, further, that the postmaster should install himself as the manipulator of the political affairs of his own party. He is not thereby abridged of his privileges as a citizen, but restrained from encroachment on those of his fellow-citizens. Such a line of conduct as is interdicted would expose him to the imputation of a conscious failure to earn his salary by his service, or of scheming to maintain or advance himself by other means than excellence in performance of duty; tends to excite disaffection even in his own party, and brings reproach on the public service.

No official will find his just independence restrained by the course of manly moderation and tolerant courtesy which the regulation enjoins, nor, if he reads it in the spirit of obedience, have difficulty in determining his conduct accordingly. (Sec. 480, Postal Laws and Regulations.)

ORDER OF THE POSTMASTER-GENERAL FORBIDDING REMOVALS OF CARRIERS EXCEPT FOR CAUSE.

[Order No. 235.]

POST-OFFICE DEPARTMENT,
*Washington, D. C., June 28, 1894.*

*To Postmasters of Free-Delivery Offices:*

For the purpose of avoiding unjust removals of clerks and carriers in the classified service, and to avoid embarrassment and annoyance to the Department and postmasters with reference thereto, postmasters in free-delivery offices are hereby notified that the following policy prevails in the Post-Office Department, and will be enforced:

All removals and new employments of clerks, and changes in rosters, must be reported to the First Assistant Postmaster-General as soon as made.

No carrier shall be removed except for cause, and upon written charges filed with the Post-Office Department, and of which the carrier shall have full notice, and an opportunity to make defense.

No resignation requested by the postmaster, or by anyone for him, will be accepted by the Department.

W. S. BISSELL,
*Postmaster-General.*

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## REVISED CIVIL-SERVICE RULES.[1]

ADOPTING AND PROMULGATING ORDER.

Promulgation.

In the exercise of power vested in him by the Constitution, and of authority given to him by the seventeen hundred and fifty-third section of the Revised Statutes, and by an act to regulate and improve the civil service of the United States, approved January 16, 1883, the President hereby makes and promulgates the following rules, and revokes the rules known as "Amended civil-service rules," and "Special Rule No. 1," heretofore promulgated under the power and authority referred to herein: *Provided*, That this revocation shall not be construed as an exclusion from the classified civil service of any now classified customs district or classified post-office.

### GENERAL RULES.[2]

GENERAL RULE I.

Penalty for violation of act or rules.

Any officer in the executive civil service who shall use his official authority or influence for the purpose of interfering with an election or controlling the result thereof; or who shall dismiss, or cause to be dismissed, or use influence of any kind to procure the dismissal of any person from any place in the said service, because such person has refused to be coerced in his political action, or has refused to contribute money for political purposes, or has refused to render political service; and any officer, clerk, or other employee in the executive civil service, who shall willfully violate any of these rules, or any of the

[1] The rules as here printed are those in force on May 15, 1895.

[2] Amendments made to the civil-service rules since June 30, 1893, are indicated by date in the marginal notes. For the former rule see the rules as printed in the Tenth Report.

provisions of sections 11, 12, 13, and 14 of the act entitled "An act to regulate and improve the civil service of the United States," approved January 16, 1883, shall be dismissed from office.

GENERAL RULE II.

Branches of classified service. Amended Mar. 2, 1895.

There shall be six branches of the classified civil service, as follows:

1. The classified departmental service.
2. The classified customs service.
3. The classified postal service.
4. The classified railway mail service.
5. The classified Indian service.
6. The classified internal revenue service.

GENERAL RULE III.

Examination required before appointment.

1. No person shall be appointed or employed to enter the civil service, classified in accordance with section 163 of the Revised Statutes, and under the act to regulate and improve the civil service of the United States, approved January 16, 1883, until he shall have passed an examination, or shall have been shown to be specially exempted therefrom by said act, or by an exception to this rule set forth in connection with the rules regulating admission to the branch of the service he seeks to enter.

Noncompetitive examinations.

2. No noncompetitive examination shall be held except under the following conditions:

(*a*) The failure of competent persons to be, after due notice, competitively examined, thus making it impracticable to supply to the appointing officer in due time the names of persons who have passed a competitive examination.

Amended Nov. 2, 1894.

(*b*) That an appointing or nominating officer desires the examination of a person to test his fitness for a classified place which might be filled under exceptions to examination declared in connection with the rules regulating admission to the classified service.

(*c*) That the Commission, with the approval of the President, has decided that such an examination should be held to test fitness for any particular place requiring technical, professional, or scientific knowledge, special skill or peculiar ability, to test fitness for which place a competitive examination can not, in the opinion of the Commission, be properly provided. But no person appointed to such a place upon noncompetitive examination shall, within one year after appointment, be transferred or appointed to any place not excepted from examination; but after having served in such noncompetitive place not less than one year, he may be transferred or appointed in the bureau or office in which he is serving to a place not excepted from examination, upon the certificate of the Commission or the proper board of examiners that he has passed an examination to test fitness for the place to which his transfer or appointment is proposed.

Amended Jan. 20, 1894; May 24, 1894.

Amended Jan. 5, 1894.

(*d*) To test the fitness of a person for a place to which his transfer has been requested.

(*e*) When the exigencies of the service require such examination for promotion as provided by clause 6 of this rule, or for temporary appointment for not exceeding thirty days, in any part of the classified service.

Amended May 11, 1894.

(*f*) For the appointment of an Indian as assistant teacher in the Indian school service.

3. All applications for examination must be made in form and manner prescribed by the Commission. Applications.

4. No person serving in the Army or Navy shall be examined for admission to the classified service until the written consent of the head of the Department under which he is enlisted shall have been communicated to the Commission. Enlisted men.

No person who is an applicant for examination, or who is an eligible in one branch of the classified service shall, at the same time, be an applicant for examination in any other branch of said service. Disqualifications.

5. The Commission may, in its discretion, refuse to examine an applicant who would be physically unable to perform the duties of the place to which he desires appointment, or an applicant who has been guilty of a crime or of infamous or notoriously disgraceful conduct. The reason for any such action must be entered on the minutes of the Commission. Amended Mar. 4, 1895.

6. So far as practicable and useful, competitive examinations shall be established in the classified civil service to test fitness for promotion, under regulations to be approved by the President. Until such regulations have been applied to any part of the classified service, promotions therein shall be made in the manner prescribed by the rule applicable thereto. Promotion regulations.

Persons who were in the classified civil service on July 16, 1883, and persons who have been, since that date, or may be hereafter put into that service by the inclusion of subordinate places, clerks, and officers, under the provisions of section 6 of the act to regulate and improve the civil service of the United States, approved January 16, 1883, shall be entitled to all rights of promotion possessed by persons of the same class or grade appointed after examination under the act referred to above. Effect of classification.

7. No question in any examination shall be so framed as to elicit information concerning the political or religious opinions or affiliations of competitors; and no discrimination in examination, certification, or appointment shall be made by the Commission, the examiners, or the appointing or nominating officer in favor of or against any applicant, competitor, or eligible because of his political or religious opinions or affiliations. The Commission, the examiners, and the appointing or nominating officer shall discountenance all disclosures of such opinions or affiliations by or concerning any applicant, competitor, or eligible; and any appointing or nominating officer who shall make inquiries concerning, or in any other way attempt to ascertain the political or religious opinions or affiliations of an eligible, or who shall discriminate in favor of or against any eligible because of the eligible's political or religious opinions or affiliations, shall be dismissed from office. Discrimination for political or religious affiliations.

8. Every applicant must state under oath— Applications.

(*a*) His full name.

(*b*) That he is a citizen of the United States.

(*c*) Year and place of his birth.

(*d*) The State, Territory, or District of which he is a bona fide resident, and the length of time he has been a resident thereof.

(*e*) His post-office address.

(*f*) His business or employment during the three years immediately preceding the date of his application, and where he has resided each of those years.

(*g*) Condition of his health, and his physical capacity for the public service.

(*h*) His previous employment in the public service.

(*i*) Any right of preference in civil appointments he may claim under section 1754 of the Revised Statutes.

(*j*) The kind of school in which he received his education.

(*k*) That he does not habitually use intoxicating beverages to excess.

(*l*) That he has not, within the one year next preceding the date of his application, been dismissed from the public service for delinquency or misconduct.

(*m*) Such other facts as the Commission may require.

Vouchers. Amended Mar. 2, 1895.

9. Every applicant for examination for the classified service must support the statements of his application paper by certificates of persons acquainted with him, residents of the State, Territory, or District in which he claims bona fide residence; and the Commission shall prescribe the form and number of such certificates.

Fraud.

10. A false statement made by an applicant, or procured by his connivance, or any deception or fraud practiced by any applicant, or by any person on his behalf with his consent, shall be good cause for refusal to examine such applicant, or to mark his papers after examination, or to certify him for appointment, or for his removal after appointment.

Marking.

11. All examinations shall be prepared and conducted under the supervision of the Commission; and examination papers shall be marked under rules made by the Commission, which shall take care that the marking examiners do not know the name of any competitor in an examination for admission whose papers are intrusted to them.

12. For the purpose of marking examination papers, boards of examiners shall be appointed by the Commission; one to be known as the central board, which shall be composed of persons in the classified service, who shall be detailed for constant duty at the office of the Commission. Under supervision of the Commission, the central board shall mark the papers of the clerk-copyist examination, and such of the papers of the supplementary, special, and promotion examinations for the departmental service, and of examinations for admission to or promotion in the other branches of the classified service, as shall be submitted to it by the Commission.

Examiners.

13. No person shall be appointed to membership on any board of examiners until after the Commission shall have consulted with the head of the Department or of the office under whom such person is serving.

14. An examiner shall be allowed time during office hours to perform his duties as examiner, which duties shall be considered part of his official duties.

15. The Commission may change the membership of boards of examiners and—

(*a*) Prescribe the manner of organizing such boards;

(*b*) More particularly define their powers;

(*c*) Specifically determine their duties and the duties of the members thereof.

16. Each board shall keep such records and make such reports as the Commission may require; and such records shall be open to the inspection of any member of this Commission, or other person acting under authority of the Commission, which may, for the purposes of investigation, take possession of such records.

## GENERAL RULE IV.

Registers of eligibles.

1. The names of all competitors who shall successfully pass an examination shall be entered upon a register, and the competitors whose names have been thus registered shall be eligible to any office or place to test fitness for which the examination was held.

Disqualifications. Amended Mar. 2, 1895.

2. The Commission may, in its discretion, refuse to certify an eligible who is so defective in sight, speech, or hearing, or who is otherwise so defective physically as to be apparently unfit to perform the duties of the position to which he is seeking appointment; or an eligible who has been guilty of a crime or of infamous or notoriously disgraceful conduct.

Objections to person certified.

3. If an appointing or nominating officer to whom certification has been made shall object in writing to any eligible named in the certificate, stating that because of physical incapacity, or for other good cause particularly specified, such eligible is not capable of properly performing the duties of the vacant place, the Commission may, upon investigation and ascertainment of the fact that the objection made is good and well founded, direct the certification of another eligible in place of the one to whom objection has been made.

## GENERAL RULE V.

Duties of public officers. Amended Mar. 2, 1895.

Executive officers shall, in all proper ways, facilitate civil-service examinations; and postmasters and customs and internal-revenue officers, and custodians of public buildings at places where such examinations are to be held, shall, for the purposes of such examinations, permit and arrange for the use of suitable rooms under their charge, and for heating, lighting, and furnishing the same.

## GENERAL RULE VI.

Effect of dismissal.

No person dismissed for misconduct, and no probationer who has failed to receive absolute appointment or employment, shall be admitted to any examination within one year after having been thus discharged from the service.

## GENERAL RULE VII.

Preference claimants.

1. Persons who have a *prima facie* claim of preference for appointments to civil offices under section 1754, Revised Statutes, shall be preferred in certifications made under the authority of the Commission to any appointing or nominating officer.

Preference in reductions.

2. In making any reduction of force in any branch of the classified civil service, those persons shall be retained who, being equally qualified, have been honorably discharged from the military or naval service of the United States; and also the widows and orphans of deceased soldiers and sailors.

## GENERAL RULE VIII.

Regulations.

The Commission shall have authority to prescribe regulations under and in accordance with these general rules and the rules relating specially to each of the several branches of the classified service.

## DEPARTMENTAL RULES.

### DEPARTMENTAL RULE I.

Definition of departmental service.

1. The classified departmental service shall include the several officers, clerks, and other persons in any department, commission, or bureau at Washington classified under section 163 of the Revised Statutes or by direction of the President for the purposes of the examinations prescribed by the civil-service act of 1883 or for facilitating the inquiries as to fitnes of candidates for admission to the departmental service in respect to age, health, character, knowledge, and ability, as provided for in section 1753 of the Revised Statutes.

2. The word "department," when used in the general or the departmental rules, shall be construed to mean any such department, commission, or bureau classified as above prescribed.

### DEPARTMENTAL RULE II.

Clerk-copyist examination. Amended Jan. 5, 1894; Mar. 2, 1895.

1. To test fitness for the classified departmental service there shall be a clerk-copyist examination, and such other examinations as the Commission may provide to meet the special requirements of the service. The clerk-copyist examination shall not include more than the following subjects: Orthography, copying, penmanship, arithmetic—fundamental rules, fractions, percentage, interest, and discount—elements of bookkeeping and accounts, elements of the English language, letter-writing, elements of the geography, history, and government of the United States.

Re-examinations.

2. An applicant may take the clerk-copyist examination, and any or all of the other examinations provided for the departmental service, subject to such limitations as the Commission may, by regulation, prescribe; but no person whose name is on a departmental register of eligibles shall, during the period of his eligibility, be allowed re-examination unless he shall satisfy the Commission that, at the time of his examination, he was unable, because of illness or other good cause, to do himself justice in said examination; and the rating upon such re-examination shall cancel and be a substitute for the rating of such person upon the previous examination.

Exceptions from examination. Amended May 24, 1895.

3. Exceptions from examination in the classified departmental service are hereby made as follows:

(*a*) One private secretary, or one confidential clerk, of the head of each classified department and of each assistant secretary thereof; and also of each head of bureau appointed by the President by and with the advice and consent of the Senate.

(*b*) Direct custodians of money for whose fidelity another officer is under official bond; but this exception shall not include any officer below the grade of assistant cashier or assistant teller; nor the cashier, nor the two clerks employed as assistant disbursing clerks in the division of accounts and disbursements in the Department of Agriculture.

(*c*) Disbursing officers who give bonds; but not including the disbursing clerk in the division of accounts and disbursements in the Department of Agriculture.

(*d*) Persons employed exclusively in the secret service of the Government.

(*e*) Chief clerks; except those of the Weather Bureau and of the Bureau of Animal Industry in the Department of Agriculture.

(*f*) Chiefs of divisions, except all chiefs of division in the Department of Agriculture.

4. No person hereafter[1] appointed to a place under the exceptions to examination made by any departmental rule shall be transferred from such place to a place not also excepted from examination. No transfer from excepted to nonexcepted place. Amended: July 9, 1894: Nov. 2, 1894; April 15, 1895.

DEPARTMENTAL RULE III.

In compliance with the provisions of section 3 of the civil-service act, the Commission shall provide examinations for the classified departmental service at least twice in each year in every State or Territory in which there is a sufficient number of applicants for such examinations; and the places and times of examinations shall, when practicable, be so fixed that each applicant may know at the time of making his application when and where he may be examined. But applicants may be notified to appear at any place at which the Commission may order an examination. Semiannual examinations.

DEPARTMENTAL RULE IV.

1. Any person not under twenty years of age may make application for admission to the classified departmental service: *Provided*, That any person may apply for the position of printer's assistant in the Bureau of Engraving and Printing who is not under eighteen nor over thirty-five years of age; or for the position of messenger or assistant messenger who is not under eighteen years of age; or for the position of page or messenger boy, who is not under fourteen nor over eighteen years of age; and blank forms for such application shall be furnished by the Commission. Age limits.

2. Every application for admission to the classified departmental service should be addressed as follows: "United States Civil Service Commission, Washington, D. C." Applications. Amended Mar. 2, 1895.

3. The date of reception and also of approval by the Commission of each application shall be noted on the application paper.

DEPARTMENTAL RULE V.

1. The papers of all examinations for admission to or promotion in the classified departmental service shall be marked as directed by the Commission. Marking.

2. The Commission shall have authority to appoint the following-named boards of examiners, which shall conduct examinations and mark examination papers as follows: Boards of examiners.

*Central board.*—As provided for by General Rule III, clause 12.

*Special boards.*—These boards shall mark such papers of special examinations for the classified departmental service as the Commission may direct, and shall be composed of persons in the public service.

*Supplementary boards.*—These boards shall mark the papers of such supplementary examinations for the classified departmental service as the Commission may direct, and shall be composed of persons in the public service.

*Promotion boards.*—One for each Department, of three members, and one auxiliary member for each bureau of the Department for which the board is to act. Unless the Commission shall otherwise direct, these boards shall mark the papers of promotion examinations.

*Local boards.*—These boards shall be organized at one or more places in each State and Territory where examinations for the classified departmental service or the classified railway-mail service are to be held, and shall conduct such examinations; and each shall be composed of persons in the public service residing in the State or Territory in which the board is to act.

[1] Subsequent to November 2, 1894.

Amended Mar. 2, 1895.

*Customs, postal, railway mail, and internal revenue boards.*—These boards shall conduct such examinations for the classified departmental, railway mail, and Indian services as the Commission may direct.

DEPARTMENTAL RULE VI.

Marking. Amended: Jan. 5, 1894; Mar. 2, 1895.

1. The papers of the clerk-copyist examination shall be marked by the central board; the papers of other examinations shall be marked as directed by the Commission. Each competitor in any of the examinations mentioned or referred to above shall be graded on a scale of 100, according to the general average determined by the marks made by the examiners on his papers.

Eligible grade.

2. The papers of an examination having been marked, the Commission shall ascertain—

(*a*) The name of every competitor who has, under section 1754 of the Revised Statutes, claim of preference in civil appointments, and who has attained a general average of not less than 65 per centum; and all such competitors are hereby declared eligible to the class or place to test fitness for which the examination was held.

(*b*) The name of every other competitor who has attained a general average of not less than 70 per centum; and all such competitors are hereby declared eligible to the class or place to test fitness for which the examination was held.

Eligible registers.

3. The names of all preference-claiming competitors whose general average is not less than 65 per centum, together with the names of all other competitors whose general average is not less than 70 per centum, shall be entered upon the register of persons eligible to the class or place to test fitness for which the examination was held.

4. To facilitate the maintenance of the apportionment of appointments among the several States and Territories and the District of Columbia required by section 2 of the act to regulate and improve the civil service of the United States, approved January 16, 1883, there shall be lists of eligibles for each State and Territory, and for the District of Columbia, upon which shall be entered the names of the competitors from that State or Territory, or the District of Columbia, who have passed the clerk-copyist or the messenger and watchman examination, the names of male and of female eligibles in such examination being listed separately.

5. But the names of all competitors who have passed a supplementary or a special examination, or an examination for printer's assistant in the Bureau of Engraving and Printing, or for page or messenger boy shall be entered without regard to State residence upon the register of persons eligible to the class or place to test fitness for which the examination was held. When two or more eligibles are of the same grade, preference in certification shall be determined by the order in which their application papers were filed.

Notice of standing.

6. Immediately after the general averages in an examination shall have been ascertained each competitor shall be notified that he has passed or has failed to pass.

Re-examinations.

7. If a competitor fail to pass, he may, with the consent of the Commission, be allowed re-examination at any time within six months from the date of failure without filing a new application. But a competitor failing to pass, desiring to take again the same examination, must, if not allowed re-examination within six months from the date of failure, make, in due form, a new application therefor.

8. No person who has passed an examination shall, while eligible on the register supplied by such examination, be re-examined, unless he shall furnish evidence satisfactory to the Commission that at the time of his examination he was, because of illness or other good cause, incapable of doing himself justice in said examination. Re-examination.

9. The term of eligibility to appointment under all examinations shall be one year from the day on which the name of the eligible is entered on the register. Term of eligibility.

DEPARTMENTAL RULE VII.

1. Vacancies in the classified departmental service, unless among the places excepted from examination, if not filled by either promotion or transfer, shall be filled in the following manner: *Provided*, That no certification shall be made from the clerk-copyist or any supplementary register to any Department to which promotion regulations have been applied under General Rule III, section 6, to fill a vacancy above the grade of class one. Vacancies in places authorized to be filled by noncompetitive examination may be filled without examination for a period not exceeding thirty days, until a regular appointment can be made, upon certification by the Commission. Every such appointment and the reasons therefor shall be at once reported to the Commission: *Provided further*, That sea-post clerks in the Post-Office Department shall be appointed by transfer from the classified railway mail service or the classified postal service, and shall be eligible at any time for retransfer to the service from which transferred, but shall not be transferred to any other Department or branch of the service, nor to any other place in the Post-Office Department without examination and certification by the Commission. Amended Jan. 5, 1894.

(*a*) The appointing officer shall, in form and manner to be prescribed by the Commission, request the certification to him of the names of either males or females eligible to a certain place then vacant. Amended Nov. 2, 1894.

(*b*) If fitness for the place to be filled is tested by competitive examination, the Commission shall certify the names of three males or three females, these names to be those of the eligibles who, standing higher in grade than any other three eligibles of the same sex on the list of eligibles from which certification is to be made, have not been certified three times to the officer making the requisition: *Provided*, That if upon any register from which certification is to be made there are the names of eligibles who have, under section 1754 of the Revised Statutes, claim of preference in civil appointments, the names of such eligibles shall be certified before the name of other eligibles higher in grade. The Commission shall make regulations that will secure to each of such preference-claiming eligibles, in the order of his grade among other preference claimants, an opportunity to have his claim of preference considered and determined by the appointing officer. Vacancies, how filled. Amended Nov. 17, 1894.

2. Certifications hereunder shall be made in such manner as to maintain, as nearly as possible, the apportionment of appointments among the several States and Territories and the District of Columbia, as required by law. Certifications. Amended Mar. 2, 1895.

3. If the three names certified are those of persons eligible on the clerk-copyist, the messenger, or the watchman register, the appointing officer shall select one, and one only, and shall notify the person whose name has been selected that he has been designated for appoint-

ment: *Provided*, That, for the purpose of maintaining the apportionment of appointments referred to in clause 2 of this rule, the Commission may authorize the appointing officer to select more than one of the three names certified.

When certification is made from a supplementary or special register, or the printer's assistant, or page and messenger-boy register, and there are more vacancies than one to be filled, the appointing officer may select from the three names certified more than one.

Probationary appointment and record of probationers.

4. When a person designated for appointment shall have reported in person to the appointing officer, he shall be appointed for a probational period of six months, at the end of which period, if his conduct and capacity be satisfactory to the appointing officer, he shall receive absolute appointment; but if his conduct and capacity be not satisfactory to said officer he shall be notified that he will not receive absolute appointment, and this notification shall discharge him from the service. The appointing officer shall require the heads of bureaus or divisions under whom probationers are serving to keep a record and to make report of the punctuality, industry, habits, ability, and aptitude of each probationer.

Assignment to duty.

5. All persons appointed to or promoted in the classified departmental service shall be assigned to the duties of the class or place to which they have been appointed or promoted, unless the interests of the service require their assignment to other duties; and when such assignment is made the fact shall be reported to the head of the Department.

Emergency appointments. Amended: Jan. 5, 1894; Feb. 12, 1895.

6. In case of the occurrence of a vacancy in any Department which the public interest requires shall be immediately filled, and which can not be so filled by certification from the eligible registers of the Commission, such vacancy may be filled by temporary appointment outside the civil service until a regular appointment can be made under the provisions of sections 1, 2, and 3, of this rule: *Provided*, That such temporary appointment shall in no case continue longer than ninety days, and shall expire by limitation at the end of that time: *And provided further*, That no person shall serve longer than the period herein prescribed in any one year under such temporary appointment. The year limitation in regard to reappointment shall begin to run on the date of the original appointment. Every such temporary appointment, and the discontinuance of the same, shall at once be reported to the Commission.

Transfer from Presidential place. Amended Dec. 15, 1894.

7. The Commission shall certify for transfer and reappointment to any classified nonexcepted place in the departmental service, upon the requisition of the head of a Department, any person who, at the time of making such requisition, is holding an office outside the classified service in any Executive Department at Washington to which he was appointed from a classified place in the departmental service; and upon the requisition of any head of Department the Commission shall certify for reinstatement in the classified service of said Department any such officer who, within one year next preceding the date of the requisition, by the abolition of his office or otherwise, has, without delinquency or misconduct, been separated from such office: *Provided*, That this section shall not authorize the reappointment to the classified service of any such officer or ex-officer who was appointed to his office from an excepted place, unless his appointment to such excepted place was by promotion from a nonexcepted place.

### DEPARTMENTAL RULE VIII.

1. Transfers may be made as follows:

Transfer. Amended Mar. 2, 1895.

(*a*) From one Department to another, upon requisition by the head of the Department to which the transfer is to be made.

(*b*) From a bureau of the Treasury Department in which business relating to the customs is transacted, and from the office of the Solicitor of the Treasury, to a classified customs district, and from such a district to such a bureau of the Treasury Department, or to said office, upon requisition by the Secretary of the Treasury.

(*c*) From a bureau of the Treasury Department in which business relating to the internal revenue is transacted to a classified internal revenue district, and from such a district to such a bureau in the Treasury Department, upon requisition by the Secretary of the Treasury.

(*d*) From the Post-Office Department to a classified post-office or to the classified railway mail service, or from a classified post-office or the classified railway mail service to the Post-Office Department, upon requisition by the Postmaster-General.

(*e*) From the office of the President of the United States, after two years' continuous service therein immediately preceding the transfer, to any place in the classified service, without examination, upon the requisition of the head of the Department to which the transfer is to be made and the certification of the Commission.

Conditions of transfer. Amended Aug. 19, 1893.

2. No person may be transferred as herein authorized, except as provided in section 1, clause (*e*), until after absolute appointment, and until the Commission shall have certified to the officer making the transfer requisition that the person whom it is proposed to transfer has passed an examination to test fitness for the place to which he is to be transferred: *Provided*, That a person may be transferred from a place in one Department to a place requiring no higher examination in another Department without examination.

### DEPARTMENTAL RULE IX.

Promotion. Amended Jan. 5, 1894.

1. Until promotion regulations have been applied to a Department under the provisions of section 6 of General Rule III, promotions therein may be made as follows:

Any person appointed from the appropriate register to the position of messenger, assistant messenger, watchman, or other subordinate position below the positions of clerk and copyist may, at any time after absolute appointment, if not barred by age limitations, be transferred to any other of said subordinate positions, but shall not be promoted to the position of clerk or copyist, or to any place the duties of which are clerical: *Provided*, That printers' assistants in the Bureau of Engraving and Printing, Treasury Department, shall only be eligible for transfer to the grade of operatives in that Bureau.

2. Other promotions may be made upon any tests of fitness determined upon by the promoting officer.

### DEPARTMENTAL RULE X.

Reinstatement.

Upon requisition of the head of a Department, the Commission shall certify for reinstatement in said Department, in a grade requiring no higher examination than the one in which he was formerly employed, any person who, within one year next preceding the date of the requisition, has, through no delinquency or misconduct, been separated from the classified service of that Department: *Provided*, That certification may be made, subject to the other conditions of this rule, for the reinstatement of any person who served in the military or naval serv-

ico of the United States, in the late war of the rebellion, and was honorably discharged therefrom, or the widow of any such person, without regard to the length of time he or she has been separated from the service.

DEPARTMENTAL RULE XI.

Reports of changes.

Each appointing officer in the classified departmental service shall report to the Commission—

(*a*) Every probational and every absolute appointment made by him, and every appointment made by him under any exception to examination authorized by any departmental rule.

(*b*) Every refusal by him to make an absolute appointment, and every refusal or neglect to accept an appointment in the classified service under him.

(*c*) Every transfer within and into the classified service under him.

(*d*) Every assignment of a person to the performance of the duties of a class or place to which such person was not appointed.

(*e*) Every separation from the classified service under him, and whether the separation was caused by dismissal, resignation, or death. Places excepted from examination are within the classified service.

(*f*) Every restoration to the classified service under him of any person who may have been separated therefrom by dismissal or resignation.

SPECIAL DEPARTMENTAL RULE I.

Additional exceptions.

In addition to the exceptions from examination made by Departmental Rule II, clause 3, the following exceptions to examinations for the classified departmental service are hereby made, viz:

1. In the Department of State: Lithographer.
2. In the Department of the Treasury:

Amended May 11, 1894

In the office of the Secretary: Government actuary, inspector of furniture, clerk in the office of the disbursing clerk, foreman of laborers, skilled laborers, foremen of cabinet shop and cabinetmakers.

In the office of the Comptroller of the Currency: Bond clerk.

In the office of the Supervising Architect: Supervising Architect, assistant and chief clerk, confidential clerk to Supervising Architect, and photographer.

In the Bureau of the Mint: Assayer, examiner, computer of bullion, and adjuster of accounts.

In the Bureau of Navigation: Clerk of class 4, acting as deputy commissioner.

In the office of construction of standard weights and measures: Adjuster and mechanician.

In the Bureau of Engraving and Printing: Chief of the Bureau, assistant chief of Bureau, engravers and plate printers, plate cleaners, transferers, hardeners, provers, pressmen, machinists, plumbers, carpenters, and blacksmiths, custodian of proving presses and modeler, custodian of dies, rolls, and plates, two subcustodians, keeper of the vault, distributer of stock.

In the Coast and Geodetic Survey: Superintendent, confidential clerk to Superintendent, clerk to act as confidential clerk and cashier to the disbursing officer, the normal or field force, general office assistant, confidential clerk to assistant in charge of office and topography, engravers and contract engravers, electrotypist, photographer, electrotypist's helper, apprentice to electrotypist and photographer, copperplate printers, plate-printers' helpers, and mechanicians.

2. In the Department of the Treasury—Continued.

In the office of the Commissioner of Internal Revenue: Superintendent of stamp vault.

In the Life-Saving Service: Topographer and hydrographer.

In the Bureau of Statistics: One confidential clerk to the Chief of the Bureau; one expert in mechanical designs and in diagramming commercial and financial facts. Amended Nov. 2, 1894.

In the office of the Auditor for the War Department: One skilled laborer with duties exclusively of a carpenter and cabinetmaker.

3. In the Department of the Interior:

In the office of the Secretary: Superintendent of documents, clerk of class 3 as custodian, clerk to sign land patents, and telephone operators.

In the office of the Assistant Attorney-General: Assistant attorneys: two at $2,750 per annum, one at $2,500 per annum, two at $2,250 per annum, thirteen at $2,000 per annum.

In the Patent Office: Financial clerk, examiner of interferences, and two law clerks.

In the General Land Office: Two law clerks, two law examiners, clerk of class 4 acting as receiving clerk, and ten principal examiners of land claims and contests.

In the Bureau of Pensions: Assistant chief clerk, medical referee, assistant medical referee, and law clerk.

In the Bureau of Indian Affairs: Principal bookkeeper.

In the office of the Commissioner of Railroads: Railroad engineer.

In the Bureau of Education: Collector and compiler of statistics, statistician, specialist in foreign educational systems, and specialist in education as a preventive of pauperism and crime. Amended May 24, 1895.

In the Geological Survey: Geologist, assistant geologist, paleontologist, assistant paleontologist, chief photographer, photographer, chief chemist, chemist, assistant chemist, chief engraver, engraver, assistant engraver, lithographic engraver, map printer, lithographic printer, assistant lithographic printer, map reviser, statistical experts temporarily employed. Amended Dec. 4, 1894.

4. In the Department of the Navy:

In the Hydrographic Office: Engravers, copperplate printers, printer's apprentices.

5. In the Department of Justice:

Assistant attorneys, pardon clerk, and two law clerks.

6. In the Department of Agriculture:

In the office of the Secretary: Private secretary to the chief clerk; and wood engravers. Amended: Mar. 20, 1894; May 1, 1894; July 9, 1894; Nov. 2, 1894; May 24, 1895.

Scientific or professional experts employed for a period of not exceeding six months outside of Washington, D. C., in investigations specially authorized by Congress, but no such expert shall be reappointed as an expert unless the United States Civil Service Commission shall certify that such person has passed a suitable examination and is eligible for such appointment. This exception does not include any person to be employed in that Department in Washington, D. C., nor any person whose duties are not scientific or professional, or who is not expert in the particular line of scientific or professional inquiry in which such person is to be employed.

6. In the Department of Agriculture—Continued.

Noncompetitive examinations shall be held on such dates and at such places as the Commission may from time to time determine, to test the competency of inspectors and assistant inspectors in the Bureau of Animal Industry in the Department of Agriculture employed elsewhere than at Washington, who were so employed on the date inspectors and assistant inspectors were included in the classified service, and have been continued in the service of the Department until opportunity has been provided for their noncompetitive examination. The results of such examination shall be reported by the Commission to the Secretary of Agriculture.

7. In the Post-Office Department:

Assistant Attorney-General, confidential clerk to the Assistant Attorney-General, law clerk, agents and employees at postal-note, postage-stamp, postal-card, and envelope agencies, assistant superintendent of free delivery, and stenographer as confidential clerk to the chief post-office inspector.

8. In the Department of Labor:

Statistical experts and temporary experts.

9. In the Commission of Fish and Fisheries:

One scientific assistant, master, mates, ships' writers, and crews on vessels of the Commission, and pilots for coxswain.

Scientific or professional experts to be temporarily employed in investigations authorized by Congress, but not to include any persons regularly employed in that Commission, nor any persons whose duties are not scientific or professional and who are not experts in the particular line of scientific inquiry in which they are to be employed.

10. In all the Departments:

Bookbinders and elevator conductors.

## CUSTOMS RULES.

### CUSTOMS RULE I.

Classification. Amended Nov. 2, 1894.

1. The classified customs service shall include the officers, clerks, and other persons in the several customs districts classified under the provisions of section 6 of the act to regulate and improve the civil service of the United States, approved January 16, 1883.

2. Whenever the officers, clerks, and other persons in any customs district number as many as twenty, any existing classification of the customs service made by the Secretary of the Treasury under section 6 of the act of January 16, 1883, shall apply thereto; and thereafter the Commission shall provide examinations to test the fitness of persons to fill vacancies in said customs district; and these rules shall be in force therein. Every revision of the classification of any customs office, under section 6 of the act above mentioned, and every inclusion within the classified customs service of a customs district shall be reported to the President.

### CUSTOMS RULE II.

Competitive examinations.

1. To test fitness for admission to the classified customs service examinations shall be provided as follows:

*Clerk examination.*[1]—This examination shall not include more than the following subjects:

(*a*) Orthography.

[1] Storekeepers shall be classed as clerks, and vacancies in that class shall be filled *by assignment.*

(*b*) Copying.
(*c*) Penmanship.
(*d*) Arithmetic: Fundamental rules, fractions, percentage, interest, and discount.
(*e*) Elements of bookkeeping and of accounts.
(*f*) Elements of English language.
(*g*) Letter writing.
(*h*) Elements of geography, history, and government of the United States.

*Law clerk examination.*—This examination shall not include more than the following subjects:
(*a*) Orthography.
(*b*) Copying.
(*c*) Penmanship.
(*d*) Arithmetic: Fundamental rules, fractions, percentage, interest, and discount.
(*e*) Elements of the English language.
(*f*) Letter writing.
(*g*) Law questions.

*Day inspector examination.*—This examination shall not include more than the following subjects:
(*a*) Orthography.
(*b*) Copying.
(*c*) Penmanship.
(*d*) Arithmetic: Fundamental rules, fractions, and percentage.
(*e*) Elements of the English language.
(*f*) Geography of America and Europe.

*Inspectress examination.*—This examination shall not include more than the following subjects:
(*a*) Orthography.
(*b*) Copying.
(*c*) Penmanship.
(*d*) Arithmetic: Fundamental rules.
(*e*) Geography of America and Europe.

*Night inspector, messenger, assistant weigher,* and *opener-and-packer examination.*—This examination shall not include more than the following subjects:
(*a*) Orthography.
(*b*) Copying.
(*c*) Penmanship.
(*d*) Arithmetic: Fundamental rules.

*Gauger examination.*—This examination shall not include more than the following subjects:
(*a*) Orthography.
(*b*) Copying.
(*c*) Penmanship.
(*d*) Arithmetic: Practical questions.
(*e*) Theoretical questions.
(*f*) Practical tests.

*Examiner examination.*—This examination shall not include more than the following subjects:
(*a*) Orthography.
(*b*) Copying.
(*c*) Penmanship.
(*d*) Arithmetic: Fundamental rules, fractions, percentage, and discount.

(*e*) Elements of the English language.
(*f*) Practical questions.
(*g*) Practical tests.

*Sampler examination.*—This examination shall not include more than the following subjects:

(*a*) Orthography.
(*b*) Copying.
(*c*) Penmanship.
(*d*) Arithmetic: Fundamental rules.
(*e*) Practical questions.
(*f*) Practical tests.

*Other competitive examinations.*—Such other competitive examinations as the Commission may from time to time determine to be necessary in testing fitness for other places in the classified customs service.

Noncompetitive. *Noncompetitive examinations.*—Such examinations may, with the approval of the Commission, be held under conditions stated in General Rule III, clause 2.

Age limits. 2. Any person not under twenty-one years of age may be examined for any place in the customs service, to test fitness for which an examination is prescribed; and any person not under twenty years of age may be examined for clerk or messenger.

Applications. 3. A person desiring examination for admission to the classified customs service must make request, in his own handwriting, for a blank form of application, which request, and also his application, shall be addressed as directed by the Commission.

4. The date of reception, and also of approval by the board, of each of such applications shall be noted on the application paper.

Excepted places. 5. Exceptions from examination in the classified customs service are hereby made as follows:

(*a*) Deputy collectors, who do not also act as inspectors, examiners, or clerks.
(*b*) Cashier of the collector.
(*c*) Assistant cashier of the collector.
(*d*) Auditor of the collector.
(*e*) Chief acting disbursing officer.
(*f*) Deputy naval officers.
(*g*) Deputy surveyors.
(*h*) One private secretary or one confidential clerk of each nominating officer.

No transfer from excepted to nonexcepted places. Amended Nov. 2, 1894. 6. No person hereafter[1] appointed to a place under any exception to examination made by any customs rule shall be transferred from such place to another place not also excepted from examination.

## CUSTOMS RULE III.

Marking. 1. The papers of every examination shall be marked under direction of the Commission, and each competitor shall be graded on a scale of 100, according to the general average determined by the marks made by the examiners on his papers.

2. The Commission shall appoint in each classified customs district a board of examiners, which shall—

Local board. (*a*) Conduct all examinations held to test fitness for admission to or promotion in the classified service of the customs district in which the board is located.

[1] Subsequent to November 2, 1894.

(*b*) Mark the papers of such examinations, unless otherwise directed, as provided for by General Rule III, clause 12.

(*c*) Conduct such examinations for the classified departmental service, the classified railway mail service, and the classified Indian service, as the Commission may direct.

3. The papers of an examination having been marked, the board of examiners shall ascertain—

Eligible grade.

(*a*) The name of every competitor who has, under section 1754 of the Revised Statutes, claim of preference in civil appointments, and who has attained a general average of not less than 65 per cent; and all such competitors are hereby declared eligible to the class or place to test fitness for which the examination was held.

(*b*) The name of every other competitor who has attained a general average of not less than 70 per cent; and all such applicants are hereby declared eligible to the class or place to test fitness for which the examination was held.

Registers.

4. The names of all preference-claiming competitors whose general average is not less than 65 per cent, together with the names of all other competitors whose general average is not less than 70 per cent, shall be entered upon the register of persons eligible to the class or place to test fitness for which the examination was held. The names of male and of female eligibles shall be listed separately. When two or more eligibles are of the same grade, preference in certification shall be determined by the order in which their application papers were filed.

Notice of standing.

5. Immediately after the general averages in an examination shall have been ascertained each competitor shall be notified that he has passed or has failed to pass.

Re-examinations.

6. If a competitor fail to pass, he may, with the consent of the board, approved by the Commission, be allowed re-examination at any time within six months from the date of failure, without filing a new application. But a competitor failing to pass, desiring to take again the same examination, must, if not allowed re-examination within six months from the date of failure, make, in due form, a new application therefor.

7. No person who has passed an examination shall, while eligible on the register supplied by such examination, be re-examined, unless he shall furnish evidence satisfactory to the Commission that at the time of his examination he was, because of illness or for other good cause, incapable of doing himself justice in said examination.

Term of eligibility.

8. The term of eligibility to appointments in the classified customs service shall be one year from the day on which the name of the eligible is entered on the register.

## Customs Rule IV.

Vacancies, how filled.

1. Vacancies in the lowest class or grade of the classified service of a customs district shall be filled in the following manner:

(*a*) The nominating officer in any office in which a vacancy may exist shall, in form and manner to be prescribed by the Commission, request the board of examiners to certify to him the names of either males or females eligible to the vacant place.

(*b*) If fitness for the place to be filled is tested by competitive examination, the board of examiners shall certify the names of three males or three females, these names to be those of eligibles who, standing higher in grade than any other three eligibles of the same sex on the

register from which certification is to be made, have not been certified three times from said register: *Provided*, That if upon said register there are the names of eligibles who, under section 1754 of the Revised Statutes, have claim of preference in civil appointments, the names of such eligibles shall be certified before the names of other eligibles higher in grade. The commission shall make regulations that will secure to each of such preference-claiming eligibles, in the order of his grade among other preference claimants, an opportunity to have his claim of preference considered and determined by the appointing officer.

(*c*) Each name on a register of eligibles may be certified only three times: *Provided*, That when a name has been three times certified, if there are not three names on the register of higher grade, it may, upon the written request of a nominating officer to whom it has not been certified, be included in any certification made to said officer.

Probationary service.

2. Of the three names certified the nominating officer must select one; and, if at the time of making this selection there are more vacancies than one, he may select more than one name. Each person thus designated for appointment shall be notified, and upon reporting in person to the proper officer shall be appointed for a probational period of six months, at the end of which period, if his conduct and capacity be satisfactory to the nominating officer, he shall receive absolute appointment; but if his conduct and capacity be not satisfactory to said officer, he shall be notified that he will not receive absolute appointment, and this notification shall discharge him from the service.

Record of probationer.

3. Every nominating officer in the classified customs service shall require the officer under whom a probationer may be serving to carefully observe and report in writing the services rendered by and the character and qualifications of such probationer. These reports shall be preserved on file, and the Commission may prescribe the form and manner in which they shall be made.

Other vacancies.

4. All other vacancies, unless among the places excepted from examination, shall be filled by transfer or promotion.

## CUSTOMS RULE V.

Promotions.

1. Until promotion regulations have been applied to a classified customs district the following promotions may be made therein at any time after absolute appointment:

(*a*) A clerk,[1] upon any test of fitness determined upon by the nominating officer, to any vacant place in the class next above the one in which he may be serving.

(*b*) A day inspector, upon any test of fitness determined upon by the nominating officer, to class 2 in the grade of clerk.

(*c*) A clerk, day inspector, opener-and-packer, or sampler, after passing the examiner examination, to the grade of examiner.

(*d*) A messenger, after passing the clerk examination, to the lowest class in the grade of clerk.

(*e*) A night inspector, after passing the day-inspector examination, to the grade of day inspector.

2. Other promotions may be made, in the discretion of the promoting officer, upon any test of fitness determined upon by him.

[1] Storekeepers shall be classed as clerks, and vacancies in that class shall be filled by assignment.

### CUSTOMS RULE VI.

Transfers.

1. Transfers may be made as follows:

(*a*) From one office of a classified district to another office in the same district, subject to the provisions of Customs Rule V.

(*b*) From one classified district to another, upon requisition by the Secretary of the Treasury.

(*c*) From a bureau of the Treasury Department in which business relating to customs is transacted, and from the office of the Solicitor of the Treasury, to a classified customs district, and from such a district to such a bureau of the Treasury Department or to said office, upon requisition by the Secretary of the Treasury.

2. No person may be transferred, as herein authorized, until the board of examiners, acting under (*a*) of clause 1, or until the Commission, acting under (*b*) or (*c*) of clause 1 of this rule, shall have certified to the officer making the transfer requisition that the person whom it is proposed to transfer has passed an examination to test fitness for the place to which he is to be transferred, and that such person has been at least six months preceding the date of the certificate in the classified service of the Department or customs district from which the transfer is to be made.

### CUSTOMS RULE VII.

Reinstatement.

Upon requisition of a nominating officer in any customs district the board of examiners thereof shall certify for reinstatement in any office under his jurisdiction, in a grade requiring no higher examination than the one in which he was formerly employed, any person who, within one year next preceding the date of the requisition, has, through no delinquency or misconduct, been separated from the classified service of said office: *Provided*, That certification may be made, subject to the other conditions of this rule, for the reinstatement of any person who served in the military or naval service of the United States in the late war of the rebellion, and was honorably discharged therefrom, or the widow of any such person, without regard to the length of time he or she has been separated from the service.

### CUSTOMS RULE VIII.

Reports of changes. Amended Nov. 2, 1894.

Each nominating officer of a classified customs district shall report to the board of examiners—

(*a*) Every probational and absolute appointment, and every appointment under any exception to examination authorized by any customs rule made within his jurisdiction.

(*b*) Every refusal by him to nominate a probationer for absolute appointment, and every refusal or neglect to accept an appointment in the classified service under him.

(*c*) Every transfer into the classified service under him.

(*d*) Every separation from the classified service under him, and whether the separation was caused by dismissal, resignation, or death. Places excepted from examination are within the classified service.

(*e*) Every restoration to the classified service under him of any person who may have been separated therefrom by dismissal or resignation.

### SPECIAL CUSTOMS RULE.

Additional exceptions. Amended May 11, June 21, 1894.

In addition to exceptions from examination in the classified customs service, made under Customs Rule II, clause 5, the following special exceptions are made:

In the Boston customs district: Office of the naval officer: Assistant deputy naval officer.

At the port of New York: Office of the collector: Bookbinder, and detectives employed exclusively as such.

Office of the general appraiser: Chief clerk and law clerk.

In the customs district of Vermont: One deputy collector and inspector, to be stationed at Halifax during the winter and at Quebec during the time the St. Lawrence River is open for navigation.

In the customs district of Boston: Office of the collector: One superintendent of warehouses.

In the customs district of Philadelphia: Office of the collector: Five chiefs of division.

## POSTAL RULES.

### POSTAL RULE I.

Classified service.

1. The classified postal service shall include the officers, clerks, and other persons in the several post-offices classified under the provisions of section 6 of the act to regulate and improve the civil service of the United States, approved January 16, 1883.

All free-delivery offices classified.

2. The classification of the postal service made by the Postmaster-General under section 6 of the act of January 16, 1883, is hereby extended to all free-delivery post-offices; and hereafter whenever any post-office becomes a free-delivery office the said classification or any then existing classification made by the Postmaster-General under said section and act shall apply thereto; and the Civil Service Commission shall provide examinations to test the fitness of persons to fill vacancies in all free-delivery post-offices, and these rules shall be in force therein; but this shall not include any post-office made an experimental free-delivery office under the authority contained in the appropriation act of March 3, 1891. Every revision of the classification of any post-office under section 6 of the act of January 16, 1883, and every inclusion of a post-office within the classified postal service shall be reported to the President.

### POSTAL RULE II.

Examinations.

1. To test the fitness for admission to the classified postal service one or more examinations shall be provided, as the Commission may determine, which shall not include more than the following subjects: Orthography, copying, penmanship, arithmetic (fundamental rules, fractions, and percentage), elements of the geography of the United States, local delivery, reading addresses, physical tests: *Provided*, That when special examinations are needed to test fitness for any place requiring special or technical knowledge or skill, the examination shall include, in addition to the special subjects required, such of the subjects of the regular examination as the Commission may determine.

Noncompetitive examinations.

*Noncompetitive examinations.*—Such examinations may, with the approval of the Commission, be held under conditions stated in General Rule III, clause 2.

Age limits.

2. No person shall be examined for the position of letter carrier if under twenty-one or over forty years of age; and no person shall be examined for any other position in the classified postal service if under eighteen years of age.

Applications.

3. Any person desiring examination for admission to the classified postal service must make request, in his own handwriting, for a blank

form of application, which request, and also his application, shall be addressed as directed by the Commission.

4. The date of reception and also of approval by the board of each of such applications shall be noted on the application paper.

5. Exceptions from examination in the classified postal service are hereby made as follows: Exceptions.

(*a*) Assistant postmaster, or the chief assistant to the postmaster, by whatever designation known. Amended: Nov. 2, 1894; Jan. 3, 1895.

(*b*) One secretary to the postmaster, when authorized by law and allowed by the Post-Office Department.

(*c*) Cashier, when authorized by law and employed under that roster title.

(*d*) Assistant cashier, when authorized by law and employed under that roster title.

(*e*) Printers and pressmen, when authorized by law and allowed by the Post-Office Department, and employed as such.

6. No person hereafter [1] appointed to a place under any exception made by any postal rule shall be transferred to any other place not also excepted from examination. No transfers from excepted to nonexcepted places. Amended April 15, 1895.

## POSTAL RULE III.

1. The papers of every examination shall be marked under the direction of the Commission, and each competitor shall be graded on a scale of 100, according to the general average determined by marks made by the examiners on his papers. Marking.

2. The Commission shall appoint in each classified post-office a board of examiners, which shall— Duties of local boards.

(*a*) Conduct all examinations held to test fitness for entrance to or promotion in the classified service of the post-office in which the board is located.

(*b*) Mark the papers of such examinations, unless otherwise directed, as provided for by General Rule III, clause 12.

(*c*) Conduct such examinations for the classified departmental service, the classified railway mail service, and the classified Indian service, as the Commission may direct.

3. The papers of an examination having been marked, the board of examiners shall ascertain—

(*a*) The name of every competitor who has, under section 1754 of the Revised Statutes, claim of preference in civil appointments, and who has attained a general average of not less than 65 per cent; and all such competitors are hereby declared eligible to the class or place to test fitness for which the examination was held. Eligible grade.

(*b*) The name of every other competitor who has attained a general average of not less than 70 per cent; and all such applicants are hereby declared eligible to the class or place to test fitness for which the examination was held.

4. The names of all preference-claiming competitors whose general average is not less than 65 per cent, together with the names of all other competitors whose general average is not less than 70 per cent, shall be entered upon the register of persons eligible to the class or place to test fitness for which the examination was held. The names of male and of female eligibles shall be listed separately. When two or more eligibles are of the same grade, preference in certification Registers.

[1] Subsequent to November 2, 1894.

shall be determined by the order in which their application papers were filed.

Notice of standing.

5. Immediately after the general averages shall have been ascertained each competitor shall be notified that he has passed or has failed to pass.

Re-examination.

6. If a competitor fail to pass, he may, with the consent of the board, approved by the Commission, be allowed re-examination at any time within six months from the date of failure, without filing a new application. But a competitor failing to pass, desiring to take again the same examination, must, if not allowed re-examination within six months from the date of failure, make, in due form, a new application therefor.

7. No person who has passed an examination shall, while eligible on the register supplied by such examination, be re-examined, unless he shall furnish evidence satisfactory to the Commission that at the time of his examination he was, because of illness or for other good cause, incapable of doing himself justice in said examination.

Term of eligibility.

8. The term of eligibility to appointment in the classified postal service shall be one year from the day on which the name of the eligible is entered on the register.

## POSTAL RULE IV.

Vacancies, how filled.

Amended Nov. 2, 1894.

1. Vacancies in the classified service of a post-office, unless among the places excepted from examination, if not filled by either transfer or promotion, shall be filled in the following manner: *Provided*, That superintendents of mails shall be selected from among the employees of the railway mail service or of the mailing division of the post-office at which they are respectively to serve.

(*a*) The postmaster at a post-office in which a vacancy may exist shall, in form and manner to be prescribed by the Commission, request the board of examiners to certify to him the names of either males or females eligible to the vacant place.

(*b*) If fitness for the place to be filled is tested by competitive examination, the board of examiners shall certify the names of three males or three females, these names to be those of the eligibles who, standing higher in grade than any other three eligibles of the same sex on the register from which certification is to be made, have not been certified three times from said register: *Provided*, That if upon said register there are the names of eligibles who, under section 1754 of the Revised Statutes, have claim of preference in civil appointments, the names of such eligibles shall be certified before the names of other eligibles higher in grade. The Commission shall make regulations that will secure to each of such preference-claiming eligibles, in the order of his grade among other preference claimants, opportunity to have his claim of preference considered and determined by the appointing officer.

(*c*) Each name on any register of eligibles may be certified only three times.

Probationary appointment.

2. Of the three names certified to him the postmaster must select one; and if at the time of making this selection there are more vacancies than one, he may select more than one name. Each person thus designated for appointment shall be notified, and upon reporting in person to the postmaster shall be appointed for a probational period of six months, at the end of which period, if his conduct and capacity be satisfactory to the postmaster, he shall receive absolute appoint-

ment; but if his conduct and capacity be not satisfactory to said officer he shall be notified that he will not receive absolute appointment, and this notification shall discharge him from the service.

Record of probationer.

3. The postmaster of each classified post-office shall require the superintendent of each division of his office to carefully observe and report in writing the services rendered by and the character and qualification of each probationer serving under him. These reports shall be preserved on file, and the Commission may prescribe the form and manner in which they shall be made.

Temporary appointments. Amended: Jan. 5, 1894; Feb. 12, 1895.

4. In case of the occurrence of a vacancy in a position within the classified service of any post-office which the public interest requires shall be immediately filled, where there is no eligible remaining on the proper register, such vacancy may be filled by temporary appointment outside the civil service, until a regular appointment can be made under the provisions of sections 1 and 2 of this rule: *Provided*, That such temporary appointment shall in no case continue longer than ninety days, and shall expire by limitation at the end of that time: *And provided further*, That no person shall serve more than ninety days in any one year under such temporary appointment. The year limitation in regard to reappointment shall begin to run on the date of the original appointment. Every such temporary appointment, and also the discontinuance of the same, shall be at once reported to the Commission.

## POSTAL RULE V.

Promotions.

Until promotion regulations shall have been applied to a classified post-office, promotions therein may be made upon any test of fitness determined upon by the postmaster, if not disapproved by the Commission: *Provided*, That no employee shall be promoted to any grade he could not enter by appointment under the minimum age limitation applied thereto by Postal Rule II, clause 2.

## POSTAL RULE VI.

1. Transfers may be made as follows:

Transfers.

(*a*) From one classified post-office to another; from any classified post-office to the classified railway mail service; and from the classified railway mail service to any classified post-office, upon requisition of the Postmaster-General.

(*b*) From any classified post-office or from the classified railway mail service to the Post-Office Department, and from the Post-Office Department to any classified post-office or to the classified railway mail service, upon requisition of the Postmaster-General.

2. No person may be transferred, as herein authorized, until the Commission shall have certified to the officer making the transfer requisition that the person whom it is proposed to transfer has passed an examination to test fitness for the place to which he is to be transferred, and that such person has been at least six months next preceding the date of the certificate in the classified railway mail service or in the classified service of the Department or post-office from which the transfer is to be made.

## POSTAL RULE VII.

Reinstatements.

Upon the requisition of a postmaster the board of examiners for his office shall certify for reinstatement, in a grade requiring no higher examination than the one in which he was formerly employed, any

person who, within one year next preceding the date of the requisition, has, through no delinquency or misconduct, been separated from the classified service in said office: *Provided*, That certification may be made, subject to the other conditions of this rule, for the reinstatement of any person who served in the military or naval service of the United States, in the late war of the rebellion, and was honorably discharged therefrom, or the widow of any such person, without regard to the length of time he or she has been separated from the service.

### POSTAL RULE VIII.

Reports of changes. Amended Nov. 2, 1894.

Each postmaster in the classified postal service shall report to the board of examiners—

(*a*) Every probational and every absolute appointment, and every appointment under any exception to examination authorized by any postal rule made in his office.

(*b*) Every refusal to make an absolute appointment in his office, and every refusal or neglect to accept an appointment in the classified service under him.

(*c*) Every transfer into the classified service under him.

(*d*) Every separation from the classified service under him, and whether the separation was caused by dismissal, resignation, or death. Places excepted from examination are within the classified service.

(*e*) Every restoration to the classified service under him of any person who may have been separated therefrom by dismissal or resignation.

### SPECIAL POSTAL RULE.

Additional exceptions.

In addition to the exceptions from examination in the classified postal service made by Postal Rule II, clause 5, the following exception to examination in that service is hereby made:

Printers, employed as such: *Provided*, That before any person may be employed, under this exception to examination, the Post-Office Department shall inform the Commission of the authority given to employ printers at any post-office, and of the number authorized to be employed at such office.

## RAILWAY MAIL RULES.

### RAILWAY MAIL RULE I.

Classification.

The classified railway mail service shall include all the officers, clerks, and other persons in that service, classified under the provisions of section 6 of the act to regulate and improve the civil service of the United States, approved January 16, 1883.

### RAILWAY MAIL RULE II.

Examinations.

1. To test fitness for admission to the classified railway mail service the following examinations shall be provided:

*Clerk examination.*—This examination shall include not more than the following subjects:

(*a*) Orthography.

(*b*) Copying.

(*c*) Penmanship.

(*d*) Arithmetic: Fundamental rules, fractions, and percentage.

(*e*) Letter writing.

(*f*) The geography of the United States and especially of the State or railway mail division in which the applicant resides.

(*g*) The railway systems of the State or railway mail division in which the applicant resides.

(*h*) Reading addresses.

*Other competitive examinations.*—Such other competitive examinations as the Commission may from time to time deem necessary.

*Noncompetitive examinations.*—Such examinations may, with the approval of the Commission, be held under conditions stated in General Rule III, clause 2.

Age limits.

2. No person shall be examined for the railway mail service if under eighteen or over thirty-five years of age, except that any person honorably discharged from the military or naval service of the United States by reason of disability resulting from wounds or sickness incurred in the line of duty, and whose claim of preference under section 1754 of the Revised Statutes has been allowed by the Commission, may be examined without regard to his age.

Applications.

3. Any person desiring examination for admission to the classified railway mail service must, in his own handwriting, make request for a blank form of application, which request and also his application shall be addressed as follows: "United States Civil Service Commission, Washington, D. C."

4. The date of reception and also of approval by the Commission of each application shall be noted on the application paper.

Excepted positions. Amended Nov. 17, 1894.

5. Exceptions from examination in the classified railway mail service are hereby made as follows:

(*a*) General superintendent.

(*b*) Assistant general superintendent.

(*c*) Printers, employed as such.

(*d*) Clerks employed exclusively as porters in handling mail matter in bulk, in sacks, or pouches, and not otherwise.

No transfers from excepted to non-excepted places. Amended Nov. 2, 1894; April 15, 1895.

6. No person hereafter [1] appointed to a place under any exception to examination hereby made shall be transferred to another place not also excepted from examination.

## RAILWAY MAIL RULE III.

Grading.

1. The papers of every examination shall be marked under the direction of the Commission, and each competitor shall be graded on a scale of 100, according to the general average determined by the marks made by the examiners on his papers.

Local boards.

2. The Commission shall appoint in each railway mail division as many boards of examiners as it may deem necessary for the good of the service and the convenience of applicants: *Provided*, That there shall be at least one such board in each Territory and not less than two in each State, except that the number may be limited to one each in the States of Rhode Island and Delaware.

3. These boards shall conduct such examinations for admission to and promotions in the classified railway mail service, and such examinations for the other branches of the classified service as the Commission may direct. They shall also mark such examination papers as the Commission may direct.

Marking.

4. Unless otherwise directed by the Commission, the papers of examinations for admission to the classified railway mail service shall be marked by the central board.

[1] Subsequent to November 2, 1894.

Eligible grade. 5. The papers of an examination having been marked, the Commission shall ascertain—

(*a*) The name of every competitor who has, under section 1754 of the Revised Statutes, claim of preference in civil appointments, and who has attained a general average of not less than 65 per cent; and all such competitors are hereby declared eligible to the class or place to test fitness for which the examination was held.

(*b*) The name of every other competitor who has attained a general average of not less than 70 per cent, and all such applicants are hereby declared eligible to the class or place to test fitness for which the examination was held.

Registers. 6. The names of all preference-claiming competitors whose general average is not less than 65 per cent, together with the names of all other competitors whose general average is not less than 70 per cent, shall be entered upon the register of persons eligible to the class or place to test fitness for which the examination was held. When two or more eligibles are of the same grade, preference in certification shall be determined by the order in which their application papers were filed.

7. There shall be a register of eligibles for each State and Territory, and the names of all the eligibles of any State or Territory shall be entered upon the register for that State or Territory. The eligibles of the District of Columbia shall be entered, according to their election, upon the register of the State of Maryland or upon that of the State of Virginia.

Notice of standing. 8. Immediately after the general averages shall have been ascertained each competitor shall be notified that he has passed or has failed to pass.

Re-examination. 9. If a competitor fail to pass, he may, with the consent of the Commission, be allowed re-examination at any time within six months from the date of failure without filing a new application; but if such re-examination be not allowed within that time he shall not be again examined without making in due form a new application.

10. No eligible shall be allowed re-examination during the term of his eligibility unless he shall furnish evidence satisfactory to the Commission that at the time of his examination, because of illness or other good cause, he was incapable of doing himself justice in said examination.

Term of eligibility. 11. The term of eligibility shall be such as the Commission may by regulation determine, but shall not be less than one year from the day on which the name of the eligible is entered upon the register: *Provided*, That for public and sufficient reasons the Commission shall have authority to extend the term of eligibility of the eligibles on the register of any State or Territory for such period, not exceeding one year, as it may deem necessary, without correspondingly extending the term of the eligibles on the registers of the other States and Territories as to which the same reasons do not exist.

## RAILWAY MAIL RULE IV.

Promotion. 1. All vacancies in the classified railway mail service above class 1, unless among the places excepted from examination, shall be filled by promotion, upon such tests of fitness as the Postmaster-General, with the approval of the Commission, may prescribe: *Provided*, That a vacancy occurring in a State or railway mail division in any grade may be filled by the transfer of a clerk of the same grade from another

state or division, under such regulations as the Postmaster-General, with the approval of the Commission, may prescribe, or by reappointment under the provisions of Railway Mail Rule VI.

Vacancies, how filled. Amended May 11, 1894.

2. All vacancies in class 1, unless filled by transfer or reappointment under Railway Mail Rule VI, shall be filled in the following manner:

(*a*) The General Superintendent shall, in form and manner to be prescribed by the Commission, request the certification to him of eligibles from a State or Territory in which a vacancy then exists.

(*b*) The Commission shall certify from the register of the State or Territory in which the vacancy exists the names of the three eligibles thereon having the highest averages: *Provided*, That if upon the register of the State or Territory in which the vacancy exists there are the names of eligibles having a claim of preference under section 1754, Revised Statutes, the names of such eligibles shall be certified before the names of other eligibles of higher grade: *Provided further*, That on a line or at a transfer station or on a steamboat, where the service does not require the full time of a clerk and one can be employed jointly with the railroad or steamboat company, the appointment may be made without examination and certification, with the consent of the Commission, upon a statement of the facts by the General Superintendent; but no clerk so appointed shall be eligible for transfer or appointment to any other place in the service.

(*c*) The name of an eligible shall not be certified more than three times.

Selections.

3. Of the three names certified to the General Superintendent one shall be selected and designated for appointment, and more than one may be if there be more than one vacancy existing at the time.

Probationary appointment.

4. Each person designated for appointment shall be notified, and upon reporting to the proper officer shall be appointed for a probational period of six months, at the end of which period, if his conduct and capacity be satisfactory, he shall be absolutely appointed; but if his conduct and capacity be not satisfactory he shall be so notified, and such notice shall be his discharge from the service.

Record of probationer.

5. The General Superintendent, with the approval of the Postmaster-General, shall prescribe regulations under which each probationer shall be observed and tested, and a record kept of his conduct and capacity, and such record shall determine his fitness for the service, and whether he shall be dropped during or at the end of probation or be absolutely appointed.

Substitutes.

6. There may be certified and appointed in each State and Territory, in the manner provided for in this rule, such number of substitute clerks, not exceeding the ratio of one substitute to ten regular clerks in such State or Territory as the Postmaster-General may authorize, and any vacancies occurring in class 1 in any State or Territory in which substitutes have been appointed shall be filled by the appointment thereto of those substitutes resident in the counties which are supplied wholly or in part by the road on which the vacancy exists, in the order of their appointment as substitutes, without further certification. The time during which any substitute is actually employed in the service shall be counted as a part of his probation.

Emergency appointments.

7. In case of public and pressing exigency demanding the immediate employment of experienced railway mail clerks who can not be at once supplied in the manner provided for in section 2 of this rule, or

by transfer under Railway Mail Rule V, or reappointment under Railway Mail Rule VI, there may be employed, without examination or certification, under such regulations as the Postmaster-General may prescribe, for a period not to exceed sixty days, which, with the consent of the Commission, may be extended in periods of sixty days, or until the emergency ceases, any persons who have the requisite knowledge and experience who may be available. Every such employment and the reasons therefor shall at once be reported to the Commission.

RAILWAY MAIL RULE V.

Transfers.

1. Transfers may be made as follows:

(*a*) From the classified railway mail service to any classified post-office, and from any classified post-office to the classified railway mail service, upon requisition of the Postmaster-General.

(*b*) From the classified railway mail service to the Post-Office Department, and from the Post-Office Department to the classified railway mail service, upon requisition of the Postmaster-General.

2. No person shall be transferred, as herein authorized, until the Commission shall have certified to the Postmaster-General that the person whom it is proposed to transfer has passed an examination to test fitness for the place to which he is to be transferred, and that such person has been at least six months next preceding the date of the certificate in the classified railway mail service or in the classified service of the post-office or Department from which the transfer is to be made: *Provided*, That no employee shall be transferred to any grade which he could not enter by original appointment by reason of any age limitation prescribed by the civil service rules.

RAILWAY MAIL RULE VI.

Reinstatements.

Upon requisition of the Postmaster-General, the Commission shall certify for reinstatement, in a grade or class no higher than that in which he was formerly employed, any person who, within one year next preceding the date of the requisition, has, through no delinquency or misconduct, been separated from the classified railway mail service: *Provided*, That certification may be made, subject to the other conditions of this rule, for the reinstatement of any person who served in the military or naval service of the United States in the late war of the rebellion and was honorably discharged therefrom, without regard to the length of time he has been separated from the service.

RAILWAY MAIL RULE VII.

Reports of changes.

The General Superintendent of the railway mail service shall report to the Commission—

(*a*) Every probational (whether substitute or regular) and every absolute appointment in the railway mail service in each State or Territory; every appointment under any exception to examination authorized by Railway Mail Rule II, clause 5; every reappointment under Railway Mail Rule VI, and every appointment of a substitute to a regular place.

(*b*) Every refusal to make an absolute appointment and the reason therefor, and every refusal or neglect to accept an appointment in the classified railway mail service.

(*c*) Every transfer into the classified railway mail service.

(*d*) Every separation from the classified railway mail service and the cause of such separation.

(*e*) Every promotion or degradation in the classified railway mail service, if such promotion or degradation be from one class to another class.

(*f*) Once in every six months, namely, on the 30th of June and the 31st of December of each year, the whole number of employees in each railway mail division, arranged by States and classes, showing the number of substitutes and the number of regular employees in each class in each State or Territory.

## INDIAN RULES.

### INDIAN RULE I.

Classification. The classified Indian service shall include all the physicians, school superintendents, assistant superintendents, school teachers, and matrons, in that service, classified under the provisions of section 6 of the act to regulate and improve the civil service of the United States, approved January 16, 1883.

### INDIAN RULE II.

Examinations. 1. To test fitness for admission to the classified Indian service, examinations of a practical character shall be provided, on such subjects as the Commission may direct, for physician, superintendent, assistant superintendent, teacher, and matron.

Age limits. 2. The following age limitations shall apply to applicants for examination for the classified Indian service: For physician, not under 25 years of age nor over 45; for superintendent, not under 25 nor over 50; for assistant superintendent, and for teacher, not under 20 nor over 50; for matron, not under 25 nor over 55: *Provided*, That these limitations shall not apply to the wives of superintendents of Indian schools who apply for the position of matron, nor shall the maximum limitations apply to persons allowed preference under section 1754, Revised Statutes, by the Commission.

Applications. 3. Blank forms of application shall be furnished by the Commission, and the date of reception and also of approval by the Commission of each application shall be noted on the application paper.

### INDIAN RULE III.

Marking. 1. The papers of every examination shall be marked under regulations made by the Commission. Each competitor shall be graded on a scale of 100, according to the general average determined by the markings.

Notice of standing. 2. Immediately after the general average shall have been ascertained, each competitor shall be notified that he has passed or has failed to pass.

Re-examinations. 3. A competitor who has failed to pass an examination may, with the consent of the Commission, be allowed re-examination at any time within six months from the date of failure, without filing a new application; but if he be not allowed re-examination within six months he shall be required to file a new application before being again examined.

4. No eligible shall be allowed re-examination during the period of his eligibility unless he shall furnish satisfactory evidence to the Commission that at the time of his examination, because of illness or other good cause, he was incapable of doing himself justice; and his

rating on such re-examination shall cancel and be a substitute for his rating on his former examination.

Eligible grade. 5. All competitors whose claim to preference under section 1754 of the Revised Statutes have been allowed by the Commission, who attain a general average of 65 per cent or over, and all other competitors who attain a general average of 70 per cent or over, shall be eligible for appointment to the place for which they were examined. The names of all the competitors thus rendered eligible shall be entered, in the order of grade, on the proper register of eligibles.

Registers.

Same grade. 6. When two or more eligibles are of the same grade, preference in certification shall be determined by the order in which the application papers are filed.

Districts. 7. For the Indian service there shall be four districts, and a separate register of eligibles for each grade of examination for each district, the names of males and females being listed separately on each register. The districts shall be comprised as follows: No. 1, of the States of Michigan, Wisconsin, Minnesota, Iowa, Nebraska, North Dakota, South Dakota, Montana, and Wyoming; No. 2, of the States of Idaho, Washington, Oregon, Nevada, and that part of California lying north of the thirty-seventh parallel of latitude, and the Territory of Utah; No. 3, of that part of California lying south of the thirty-seventh parallel of latitude, the Territories of Arizona, New Mexico, Oklahoma, the Indian Territory, and the States of Colorado, Kansas, Missouri, Arkansas, Louisiana, and Texas; No. 4, of all the States of the United States not embraced in any of the foregoing districts, together with the District of Columbia. Upon the written request of any eligible his name shall be entered upon the register of any one or more of the districts other than that in which he resides: *Provided*, That he shall state in writing his willingness to accept service wherever assigned in any such district.

Period of eligibility. 8. The period of eligibility to appointment shall be one year from the date on which the name of the eligible is entered on the register, unless otherwise determined by regulation by the Commission.

## INDIAN RULE IV.

Vacancies, how filled. 1. All vacancies, unless filled by promotion, transfer, or reappointment shall be filled in the following manner:

(*a*) The Commissioner of Indian Affairs, through the Secretary of the Interior, shall, in form and manner to be prescribed by the Commission, request the certification to him of males or females eligible from the district in which the vacancy exists.

Certifications. (*b*) If fitness for the vacant place is tested by competitive examination, the Commission shall certify from the proper register of the district in which the vacancy exists the names of the three eligibles thereon, of the sex called for, having the highest averages, who have not been three times certified: *Provided*, That the eligibles upon any register who have been allowed preference under section 1754 of the Revised Statutes shall be certified, according to their grade, before all other eligibles thereon: *And provided further*, That if the vacancy is in the grade of matron or teacher, and the wife of the superintendent of the school in which the vacancy exists is an eligible, she may be given preference in certification, if the appointing officer so requests.

Selections. 2. Of the three names certified to him the appointing officer shall select one; and if at the time of making this selection there are more

vacancies than one he may select more than one: *Provided*, That if the appointing officer to whom certification has been made shall object in writing to any eligible named in the certificate, stating that because of physical incapacity, or for other good cause particularly specified, such eligible is not capable of properly performing the duties of the vacant place, the Commission may, upon investigation and ascertainment of the fact that the objection made is good and well founded, direct the certification of another eligible in place of the one objected to. Objections to eligibles.

3. Each person thus designated for appointment shall be notified, and upon indicating acceptance shall be appointed for a probationary period, if a physician, for six months, and if a school employee, to expire at the end of the then current school year, at the end of which period, if his conduct and capacity be satisfactory to the appointing officer, he shall receive absolute appointment; but if his conduct and capacity be not satisfactory to said officer he shall be so notified, and this notification shall be his discharge from the service: *Provided*, That any probationer may be discharged during probation for misconduct or evident unfitness or incapacity. Probation.

4. The Commissioner of Indian Affairs shall require the officer under whom a probationer may be serving to carefully observe and report in writing upon the services rendered by and the character and qualifications of such probationer as to punctuality, industry, habits, ability, and adaptability. These reports shall be preserved on file, and the Commission may prescribe the form and manner in which they shall be made. Record of probationer.

5. In case of the sudden occurrence of a vacancy in any agency or in any school during a school term which the public interest requires to be immediately filled, the Commissioner of Indian Affairs is authorized, in his discretion, to provide for the temporary filling of the same until a regular appointment can be made under the provisions of sections 1, 2, and 3 of this rule, and when such regular appointment is made the temporary appointment shall terminate. All temporary appointments made under this authority, and their termination, shall at once be reported to the Commission. Emergency appointments.

6. Upon the nomination by the Commissioner of Indian Affairs, through the Secretary of the Interior, of an Indian for appointment as assistant teacher, the Commission shall give such Indian noncompetitive examination, under General Rule III, section 2, clause (*f*), upon passing which at the required grade he shall be certified and appointed for the probationary period provided for in section 3 of this rule, at the end of which period he shall be absolutely appointed or discharged from the service in accordance with the provisions of said section: *Provided*, That the certificates of graduation of the Indian graduates of the normal classes at Santa Fe, N. Mex.; Salem, Oreg.; Haskell Institute, Lawrence, Kans.; Carlisle, Pa.; and Hampton, Va., may be accepted by the Commission as the basis of certification in lieu of the examination herein provided. Any Indian appointed assistant teacher as herein provided may, at any time after absolute appointment, be appointed teacher, upon the certification of the Commission that he has passed the teacher examination. Indians as assistant teachers. Amended May 11, Nov. 2, 1894.

7. Graduates of Indian normal schools and of normal classes in Indian schools may be employed in the Indian school service as assistant teachers or day-school teachers without further examination: *Provided*, That certificates of satisfactory proficiency, of good moral Assistant teachers and day-school teachers — when employed without examination.

character, and of physical soundness, signed by the proper officials, be transmitted, at the time of appointment, to the Civil Service Commission: *And provided further*, That until the 1st of July, 1896, graduates of the senior classes of Carlisle, Hampton, Lincoln Institute, Chilocco, Haskell Institute, and other Indian schools of equal grade, may be included in the provisions of this rule. Such teachers shall become eligible for promotion to advanced positions on presentation to the Civil Service Commission of satisfactory certificates of efficiency and fidelity in their work and of a progressive spirit in their professional interests, signed by their immediate official superiors and by the superintendent of Indian schools, and forwarded, with his approval, by the Secretary of the Interior, the Commission reserving to itself the right to decide as to the satisfactoriness of such certificates.

INDIAN RULE V.

Promotions. Until promotion regulations shall have been applied to the classified Indian service, promotions therein may be made upon any test of fitness determined upon by the promoting officer, if not disapproved by the Commission: *Provided*, That preference in promotion in any school shall be given to those longest in the service, unless there are good reasons to the contrary; and when such reasons prevail they shall, through the proper channels, be reported to the Commission: *And provided further*, That no one shall be promoted to any grade he could not enter by original appointment under the minimum age limitation applied thereto by Indian Rule II, section 2, and that no one shall be promoted to the grade of physician from any other grade.

INDIAN RULE VI.

Transfers. Subject to the conditions stated in Indian Rule IV, transfers may be made after absolute appointment from one agency to another, from one school to another, and from one district to another, under such regulations as the Commissioner of Indian Affairs, with the approval of the Secretary of the Interior, may prescribe.

INDIAN RULE VII.

Reinstatement. Upon the requisition of the Commissioner of Indian Affairs, through the Secretary of the Interior, the Commission shall certify for reinstatement, in a grade or class no higher than that in which he was formerly employed, any person who, within one year next preceding the date of the requisition, has, through no delinquency or misconduct, been separated from the classified Indian service: *Provided*, That certification may be made, subject to the other conditions of this rule, for the reinstatement of any person who served in the military or naval service of the United States in the late war of the rebellion, and was honorably discharged therefrom, or the widow of any such person, without regard to the length of time that he or she has been separated from the service.

INDIAN RULE VIII.

Reports of changes. The Commissioner of Indian Affairs shall report to the Commission—

(*a*) Every probational and every absolute appointment in the classified Indian service.

(*b*) Every refusal to make an absolute appointment and the reason therefor, and every refusal to accept an appointment.

(*c*) Every separation from the classified Indian service, and the cause of such separation, whether death, resignation, or dismissal.

(*d*) Every restoration to the classified Indian service.

SPECIAL INDIAN RULE.

Exceptions from examination are hereby made as follows: Excepted positions. Amended Mar. 6, June 21, and Nov. 2, 1894.

One normal teacher each at the Salem (Oreg.) school and the Haskell school, Lawrence, Kans.

Kindergarten teachers, to be employed as such, not exceeding twenty in number.

## INTERNAL REVENUE RULES.

[These rules were promulgated May 7, 1895.]

ADOPTING AND PROMULGATING ORDER.

In the exercise of the power vested in him by the Constitution, by the seventeen hundred and fifty-third section of the Revised Statutes and the act entitled "An act to regulate and improve the civil service of the United States," approved January 16, 1883, the President hereby makes and promulgates the following rules concerning the classified internal-revenue service, to be known as the Internal Revenue Rules.

INTERNAL REVENUE RULE I.

The classified internal-revenue service shall include all the clerks, storekeepers, storekeepers and gaugers, and gaugers classified under the provisions of section 6 of the act to regulate and improve the civil service of the United States, approved January 16, 1883. Classification.

INTERNAL REVENUE RULE II.

1. To test fitness for admission to the classified internal-revenue service, examinations of a practical character shall be provided on such subjects as the Commission may direct. Examination.

2. The following age limitations shall apply to applicants for the classified internal-revenue service: For clerk, not under 18 years of age; for storekeepers, storekeepers and gaugers, and for gaugers, not under 21 years of age. Age limits.

3. Blank forms of application shall be furnished by the secretaries of the several internal-revenue boards of examiners to any person desiring to be examined who applies therefor in person or by letter in his own handwriting. Applications.

4. The date of reception of each application and also of its approval by the board shall be noted on the application paper.

5. No person appointed to a place excepted from examination by any internal-revenue rule shall be transferred from such place to another place not also excepted from examination. Transfers.

INTERNAL REVENUE RULE III.

1. The Commission shall appoint in each classified internal-revenue district a board of examiners, which shall—

(*a*) Conduct all examinations for admission to or promotion in the classified service of the internal-revenue district in which the board is located. Duties of local boards.

(*b*) Conduct such other examinations as the Commission may direct.

(*c*) Mark the papers of such examinations as the Commission may direct.

Marking. 2. The papers of every examination shall be marked under the direction of the Commission, and each competitor shall be graded on a scale of 100, according to general average determined by the marks of the examiners.

Notice of standing. 3. Immediately after the general average shall have been ascertained each competitor shall be notified that he has passed or has failed to pass.

Re-examination. 4. No competitor who has failed to pass an examination, and no eligible during the period of his eligibility, shall be allowed re-examination, unless he shall furnish satisfactory evidence to the Commission that at the time of his examination he was, because of illness or other good cause, incapable of doing himself justice; and his rating on such re-examination, if an eligible, shall cancel and be a substitute for his rating on his previous examination.

Registers of eligibles. 5. All competitors whose claim to preference under section 1754, Revised Statutes, has been allowed by the Commission who attain a general average of 65 per cent or over, and all other competitors who attain a general average of 70 per cent or over, shall be eligible for appointment to the place for which they were examined, and the names of all the eligibles shall be entered, in the order of grade, on the proper register of eligibles.

Preference in certification. 6. When two or more eligibles are of the same grade, preference in certification shall be determined by the order in which their application papers were filed.

Period of eligibility. 7. The period of eligibility shall be one year from the date on which the name of the eligible is entered on the register.

## INTERNAL REVENUE RULE IV.

Vacancies, how filled. 1. All vacancies, unless filled by promotion, reduction, transfer, or reappointment, shall be filled in the following manner:

(*a*) When a vacancy occurs in any district the collector thereof shall report the fact to the Commissioner of Internal Revenue, stating the class in which the vacancy occurs and whether in his judgment the place should be filled. If the Commissioner decides that the good of the public service requires that it be filled he shall request the secretary of the board of examiners of that district to certify to him the names of persons eligible to the vacant place.

Certifications, how made. (*b*) If fitness for the vacant place is tested by competitive examination, the names of the three eligibles highest in grade on the proper register who have not been three times certified, shall be certified; but if the request indicates the sex of the eligibles desired, the three highest in grade of that sex shall be certified: *Provided*, That the eligibles upon any register who have been allowed preference under section 1754 of the Revised Statutes shall be certified, according to their grade, before all other eligibles thereon: *Provided further*, That no certification for an appointment shall be made under this clause while there are persons in the district in which any vacancy may exist, who have been removed from the service in that district on account of a reduction of the force or otherwise, who are eligible for reinstatement under Internal Revenue Rule VII, and who are willing to re-enter the service by reinstatement. Every collector of internal revenue shall keep a list of all such persons in his office, and said persons shall have preference for reinstatement to the service in the order of their separation therefrom.

(*c*) No eligible shall be certified more than three times.

2. Of the three names certified to him the Commissioner of Internal Revenue shall select one, and may select more than one, if more than one vacancy exist at the time the certification is made. If the vacancy is in the class of clerk, the Commissioner shall certify the name of the person selected by him to the collector of the district in which the vacancy occurs and the collector shall make the appointment. If the vacancy is in the storekeepers', gaugers', or storekeepers and gaugers' class the Commissioner of Internal Revenue shall certify the name to the Secretary of the Treasury with his recommendation that the person whose name is thus certified be appointed: *Provided,* That if any objection is made under section 3 of General Rule IV to any eligible certified and is sustained by the Commission, another eligible shall be certified in the place of the one objected to.

Probationary and absolut appointment.

3. Each person thus selected for appointment shall be notified, and upon indicating his acceptance, shall be appointed for a probationary period of six months, at the end of which period, if his conduct and capacity be satisfactory to the appointing officer, he shall receive absolute appointment; but if his conduct and capacity be not satisfactory to said officer he shall be so notified, and this notification shall be his discharge from the service: *Provided,* That any probationer may be discharged during probation for misconduct or evident unfitness or incapacity.

Record of probationer.

4. The Commissioner of Internal Revenue shall require the collector under whom a probationer is serving to carefully observe and report in writing upon the services rendered by and the character and qualifications of such probationer as to punctuality, industry, habits, ability, and adaptability. These reports shall be preserved on file in the office of the collector, and copies thereof shall be filed with the Commissioner of Internal Revenue for such disposition as the Secretary of the Treasury may direct. The Civil Service Commission may prescribe the form and manner in which these reports shall be made.

Temporary appointment.

5. In case of the occurrence of a vacancy in the classified service of any internal-revenue collection district which the public interest requires shall be immediately filled, and there is no eligible entitled to reinstatement under section 1, clause (*b*), of this rule or remaining on the proper register, such vacancy in the class of storekeeper, storekeeper and gauger, or clerk, may be filled without examination and certification by a temporary designation by the collector of the district of some suitable person to perform the duties of the position until a regular appointment can be made under the provisions of sections 1, 2, and 3, of this rule: *Provided,* That service under such temporary designation shall in no case continue longer than six months, and shall expire by limitation at the end of that time: *And provided further,* That no person shall serve more than six months in any one year under such temporary designation, the year limitation in regard to such designation to begin to run on the date thereof.

Every such temporary designation, and also the discontinuance of the same, shall be at once reported to the Commission.

### INTERNAL REVENUE RULE V.

Promotions.

Until promotion regulations shall have been applied to a classified internal-revenue collection district promotions therein may be made upon any test of fitness determined upon by the Commissioner of Internal Revenue, with the approval of the Commission: *Provided,* That no employee shall be promoted to any grade he could not enter by appointment under the minimum age limitation applied thereto by section 2 of Internal Revenue Rule II.

### INTERNAL REVENUE RULE VI.

Transfers may be made as follows:

Transfers. From one classified internal-revenue collection district to another; from any classified internal-revenue collection district to a bureau in the Treasury Department in which business relating to the internal revenue is transacted, and from such a bureau in the Treasury Department to such a district, upon the requisition of the Secretary of the Treasury and the certification of the Commission, the appointment upon such transfer to be made by the Secretary of the Treasury, upon the recommendation of the Commissioner of Internal Revenue, if the place to be filled by such transfer is that of storekeeper, storekeeper and gauger, or gauger: *Provided*, That no person shall be transferred as herein authorized who is not within the age limitations prescribed by the civil-service rules for the place to which he is to be transferred, and who has not been absolutely appointed, or if appointed without civil-service examination who has not served six months continuously in the district or bureau from which he is to be transferred.

### INTERNAL REVENUE RULE VII.

Reinstatements. Upon the requisition of the Commissioner of Internal Revenue the secretary of the board of examiners for his district shall certify for reinstatement, in a grade requiring no higher examination than the one in which he was formerly employed, any person who, within one year next preceding the date of the requisition, has, through no delinquency or misconduct, been separated from the classified service of said district: *Provided*, That certification may be made, subject to the other conditions of this rule, for the reinstatement of any person who served in the military or naval service of the United States in the late war of the rebellion and was honorably discharged therefrom, or the widow of any such person, without regard to the length of time he or she has been separated from the service.

### INTERNAL REVENUE RULE VIII.

Reports of changes. Each collector in the classified internal-revenue service shall report to the board of examiners—

(*a*) Every probational and every absolute appointment, and every appointment to an excepted or to an unclassified place, in the internal-revenue service under him.

(*b*) Every refusal to make an absolute appointment and the reason therefor, and every refusal to accept an appointment.

(*c*) Every separation from the internal-revenue service under him and the cause of such separation, whether death, resignation, or dismissal.

(*d*) Every restoration to the internal-revenue service under him.

# REVISED CIVIL-SERVICE REGULATIONS.

ADOPTING ORDER.

The United States Civil Service Commission, acting under authority of the act entitled "An act to regulate and improve the civil service of the United States," approved January 16, 1883, and of the rules promulgated by the President, hereby makes the following regulations, and revokes all regulations heretofore made under authority of the act and rules aforesaid except the regulations governing promotion in the New York customs district and in the War Department, which shall remain in full force and effect.

## GENERAL REGULATIONS.

### REGULATION I.

DUTIES OF SECRETARY.

The secretary shall make minutes of the proceedings of the Commission, and record them in a book to be kept for that purpose and to be entitled "Record of Proceedings." He shall have charge of the secretary's division of the Commission, and shall have custody of and be responsible for the safe-keeping of the books, records, papers, and other property thereof. He shall enter upon the registers of eligibles the names of persons eligible to places in the classified departmental service, and, by direction of the Commission, upon proper requisition therefor, make certification thereof. He shall perform such other duties as the Commission may direct.

### REGULATION II.

DUTIES OF CHIEF EXAMINER.

The chief examiner shall, under direction of the Commission, supervise examinations, and act, as far as practicable, with the examining boards, to the best of his ability, securing accuracy, uniformity, and justice in their proceedings. He shall have charge of the examiner's division of the Commission, and shall have the custody and be responsible for the safe-keeping of the books, records, papers, and other property thereof. To him shall be referred all application papers for the classified departmental, railway mail, and Indian services, and such other application papers as the Commission may direct, which he must approve or return to applicants for correction. He shall make arrangements for examinations; prepare and have printed, or supervise the preparation and printing of, the questions to be used in examinations in all the branches of the classified service; consider and report upon all complaints or appeals referred to him; make an annual report of the work done under his supervision, and of its results; and perform such other duties as may be imposed upon him by the Commission.

### REGULATION III.

BOARDS OF EXAMINERS.

1. Each board of examiners shall have a chairman and a secretary, to be designated by the Commission: *Provided,* That the secretary of a postal or customs board may designate another member of the board to act as secretary in his temporary absence.

2. Examiners shall perform such appropriate duties as may be assigned to them by the Commission, and the Commission will, in its discretion, designate one of its own members or an examiner to attend and supervise examinations.

3. Each board shall mark such examination papers as may be submitted to it by the Commission; and when so required shall assist the chief examiner in the preparation of examination questions.

4. The central board, upon request of the chief examiner, shall revise and re-mark the papers of a competitor for any branch of the classified service who has complained of or appealed from the original marking.

5. The regular monthly meetings of postal and customs boards have been discontinued.

6. Special meetings of any board may be held at the call of the secretary, and shall be called by him at the request of any two members, or on the direction of the Commission, at least one day's written notice being given each member of the time and place of meeting.

7. The secretary shall—

(*a*) Make minutes of the proceedings of the board and record them in a book to be kept for that purpose. These minutes must show in statistical detail that all certifications made and all other acts performed by the secretary have been examined and approved or disapproved by the board. A copy of these minutes must be forwarded to the Commission within three days after each meeting of the board.

(*b*) Keep a record of all completed applications filed with the board in the Record of Applications and Examinations, in accordance with the instructions of the Commission. (*Only one series of application numbers will be used for all grades and all examinations at the same office. The last number will then always show the total number of completed applications filed at an office since the date of its classification.*)

(*c*) Return defective applications for correction. (But an application should not be returned more than twice for correction. If not then correct, it should be regularly numbered and entered in the Record of Applications and Examinations, and a note should be made against the entry showing that the application has been canceled as incomplete.)

(*d*) Reject the applications of persons not entitled to examination, inform them of such action, and retain the rejected applications on file, numbering and entering them in the Record of Applications and Examinations, and noting on the record that they have been canceled, with reasons therefor. (No person is eligible to examination for any grade in any custom-house or post-office who is already in a classified nonexcepted place in that office, or who is an applicant or an eligible for any other position in that office or in any other branch of the classified service, or who has been dismissed for delinquency or misconduct from any position in the service of the General Government within one year.)

(*e*) Require all applicants who are not natives of the United States to produce naturalization papers or other evidence of citizenship, make proper notes on the margins of their applications of the facts shown by such papers, and return such evidence to applicants. (First papers will not be accepted as proving citizenship. Final papers will be required.)

(*f*) Refer to the Commission all claims of preference under section 1754, Revised Statutes, and all requests for reinstatement based upon military or naval service in the late war of the rebellion.

(*g*) Mail to each applicant, at least eight days before an examination, a notice of the time and place of the examination.

(*h*) Notify only the number specified, and in the order of the filing of their applications, when the Commission, in ordering an examination, shall direct that only a limited number of applicants shall be examined.

(*i*) Report to the Commission, on the proper blanks, all the examinations held by the board.

(*j*) Keep the eligible registers required at his office, entering thereon the names of all eligibles as soon as notified by the Commission of its approval of the report of each examination, taking care to comply strictly with the instructions printed on the report blanks, and to make separate registers for each grade and sex.

(*k*) Post in a conspicuous place in the post-office or custom-house, as the case may be, a list of the eligibles obtained from each examination, with their respective averages; also, a list of the names sent to the appointing or nominating officers on each certification.

(*l*) Make certification, in accordance with the rules and orders of the Commission, of the names of persons eligible to an existing vacancy, upon the request, in proper form in writing, of an appointing or nominating officer for such certification.

(*m*) Report to the Commission, on the proper forms, every certification made by him or by the board, and all matters reported to the board by the appointing or nominating officer.

(*n*) Report to the Commission every change effected in any register by the death or withdrawal of any person whose name appears thereon. (No name shall be withdrawn from any register without the *written* authority of the eligible, or the *written* evidence of his death, which must be filed with his examination papers.)

(*o*) Notify the Commission when, in the opinion of the board, a necessity exists for holding an examination in addition to the regular examination, suggesting a time for the same, subject to the approval of the Commission, and stating the probable number to be examined for each class.

(*p*) Perform such other duties as the Commission or the board of examiners, with approval of the Commission, may impose upon him.

(*q*) Have charge of all books and papers of the board, and be responsible for their safe-keeping.

8. Neither boards of examiners nor the individual members thereof shall answer inquiries not officially before them.

9. The several boards shall be composed of as many members as the Commission may from time to time determine.

## REGULATION IV.

### APPLICATIONS.

1. All applications for examination for any branch of the classified service shall be made on the forms prescribed by the Commission.

2. Every applicant for examination for appointment in the departmental, railway mail, or Indian service must furnish the vouchers of two citizens of the United States, who must be each at least twenty-one years of age and have known the applicant for six months or more, and who must be bona fide legal and actual residents of the State or Territory of which the applicant is a bona fide legal resident. For applicants for the railway mail or Indian service one of the citizens' vouchers must be from a resident of the county in which the applicant resides. Every application for examination before the Civil Service Commission for appointment in the departmental service in the District of Columbia shall be accompanied by the certificate of an officer, with his official seal attached, of the county and State or Territory of which the applicant claims to be a citizen, that such applicant is at the time of making such application an actual bona fide resident of said county, and has been such resident for a period of not less than six months next preceding. The certificate of an officer who has no official seal will not be accepted, even though his official character be attested by some other officer. Every applicant for examination for appointment in the customs or postal service must furnish the vouchers of three citizens of the United States who must be each twenty-one years of age, must have known the applicant for six months or more, must be bona fide legal and actual residents of the State or Territory in which the applicant resides, and one of whom must be a resident of the county of which the applicant is a bona fide legal resident. Applicants for the railway mail, Indian, customs, and postal services must, in addition to the vouchers mentioned above, furnish the voucher of a duly authorized physician. These certificates must be made on the forms prescribed and furnished

by the Commission with the application blank; and no other recommendations of an applicant shall be indorsed on any application paper or be received by the board of examiners.

3. Requests for blank forms of application and applications for examination for the departmental, the railway mail, and the Indian services must be addressed as follows: "United States Civil Service Commission, Washington, D. C." For the customs service as follows: "Secretary of Customs Board of Civil Service Examiners, city of ———, State of ———." And for the postal service as follows: "Secretary of Postal Board of Civil Service Examiners, post-office, city of ———, State of ———."

4. Applications for noncompetitive examinations for admission to any branch of the classified service must be made in the form and manner prescribed for applications for competitive examinations.

5. The name of every applicant whose application paper has been approved must be entered, in the order of the serial number of said paper, upon a record to be known as the "Record of applications," which shall show the examination applied for, the age, residence, and education of the applicant and other facts concerning him.

6. Applications shall be indorsed by the secretary of the Commission or by the secretary of the board of examiners, with the date of reception, and shall, when approved, be numbered serially in the order of approval by the chief examiner or by the secretary of the board of examiners, who shall note thereon the date of approval, which shall be held to be the date of filing, and shall determine the order of entry of such applications upon the record of applications.

7. Every defective application paper shall be returned to the applicant for correction; but every application paper showing the applicant not to be entitled to examination shall be rejected, yet shall remain on file with the Commission or the board, and the applicant shall be informed why he can not be admitted to the examination requested by him.

## REGULATION V.

### EXAMINATIONS.

*Before commencing an examination, paragraphs 5 to 21, inclusive, of the following instructions should be read for the information of the class. Only so much of paragraph 18, however, should be read as pertains to the examination or examinations being held.*

1. Examinations for the departmental, railway mail, and Indian services will be held upon such dates and at such places as the Commission may from time to time determine. At the commencement of each year the Commission will issue a pamphlet containing a schedule of the dates and places of the examinations to be held during the year and also instructions to applicants. Upon application to the Commission there will be forwarded a copy of this pamphlet, together with a slip upon which the applicant is required to state what date and place he has selected from the schedule for his examination.

2. Two examinations for each classified customs district and post-office shall be held every year, as follows: In each customs district, one commencing on the first Tuesday of April and the other on the first Tuesday of October; in each of the fifty-three post-offices classified before January 5, 1893, one commencing on the first Tuesday of February and the other on the first Tuesday of August, and in each of the five hundred and fifty-seven post-offices classified since January 5, 1893, one commencing on the first Saturday of June and the other on the first Saturday of December, to continue from day to day, if necessary, until all applicants present upon regular notification have been examined. (Examinations for admission to the sixty-three districts of the classified internal revenue service will be provided for hereafter, and special notice will be given.) In the event of any of the days above named falling on a public holiday, the examination shall begin on the following week-day: *Provided,* That the Commission shall order such additional examinations as may be

required. Not less than twenty days' notice of the necessity for an additional examination must be given by the board requesting such examination, unless, in the opinion of the Commission, the exigencies of the service require an examination to be held on shorter notice.

3. An applicant for a customs or a postal examination shall not be examined at any other custom-house or post-office than the one in which he desires to be employed.

4. If an applicant shall fail to receive due notice of an examination, or if he shall give a reason satisfactory to the Commission or the proper board of examiners for failure to attend an examination of which he may have received due notice, he shall be notified to attend the next examination for the same class or place, provided the examination occurs within six months from the date of the filing of the application.

5. Examiners in charge of any examination shall be diligent in securing fairness and in preventing collusion or fraud therein.

6. The examination sheets shall be numbered.

7. Each competitor shall be designated by a number, to be known as his examination number, which he must place in figures at the head of each examination sheet that he may use.

8. At the commencement of an examination each competitor shall fill the blanks in the "declaration sheet." He shall also write his *examination number*, and nothing else, upon an envelope; into this envelope he shall put the declaration sheet, and then seal the envelope. The envelope thus sealed must be delivered by the competitor to one of the examiners in charge, and must not be opened until after the competitor's papers shall have been marked and his general average ascertained.

9. As soon as the envelopes containing the declaration sheets shall all have been delivered, sheet 1 shall be given to the competitors, and, as soon as it shall have been completed, sheet 2; and so on, each of the examination sheets in its order, according to its number, no competitor being allowed to have two or more sheets at the same time. If, through no fault of the competitor, a sheet is spoiled, the examiners in charge may destroy the spoiled sheet and give the competitor another sheet of the same number. The time when a competitor receives a sheet, and the time when he finishes it, must be stated at the top of the sheet.

10. The examiners in charge shall require every competitor, upon completion of each sheet, to surrender the sheet itself and all paper or papers upon which he may have done preliminary work before writing his answers on the sheet.

11. The answers on examination papers must be written with ink; but preliminary work on tablets or scrap paper may be done with pencil. The competitor should be careful to place all his work on the examination sheet, as the scratch work forms no part of the examination and is destroyed.

12. In the dictation exercise the passages to be dictated shall first be read aloud for information, and then be dictated in groups of words, at the rate of not less than fifteen nor more than twenty-five words per minute. The examiner who reads the dictation must not repeat any group of words, or any word dictated by him; but he should be careful, in giving the dictation, to pronounce each word distinctly.

13. Examiners shall make to the whole class all explanations deemed necessary, and must not explain any question to any individual competitor.

14. After an examination shall have been commenced, no conversation or communication of any kind shall be permitted between competitors.

15. No examination shall begin earlier than 9 a. m. or continue later than 7 p. m.

16. Every examination must be held in the presence of more than one examiner, and in the room set apart either permanently or temporarily for such examination. But examinations in typewriting and other subjects which would annoy other persons being examined (or which must necessarily be confined to one person at a time), may be held in some room convenient to the general examination room, but where they may be under the supervision of more than one examiner. No secret or private examination will be permitted.

17. Each examination, except such as may be especially excepted from this regulation by the Commission, shall be completed on the day on which it is commenced.

18. The time allowed for examinations shall be as follows:

(*a*) For each of the following-named examinations:

For clerk-copyist, six and one-half (6½) hours.

For watchman and messenger, four (4) hours.

For printer's assistant and skilled helper, Bureau of Engraving and Printing, four (4) hours.

For special pension examiner, seven (7) hours.

For medical examiner in the Pension Office, six (6) hours.

For fourth assistant examiner in the Patent Office, eight (8) hours.

For railway mail clerk, five (5) hours.

For superintendent, Indian service, nine (9) hours.

For physician, Indian service, seven (7) hours.

For primary teacher, Indian service, eight (8) hours.

For advanced primary teacher, Indian service, nine (9) hours.

For principal teacher, Indian service, nine (9) hours.

For matron, Indian service, five (5) hours.

For assistant meteorological observer, Weather Bureau, seven (7) hours.

For the State Department, seven (7) hours for the obligatory, and two (2) hours for each of the optional, subjects.

For topographical draftsman, nine (9) hours.

For mechanical draftsman, eight (8) hours.

For copyist of drawings, six (6) hours.

For bookkeeper, nine (9) hours.

For typewriting, five (5) hours.

For stenography, three (3) hours.

For typewriting and stenography taken together, six and one-half (6½) hours.

For modern languages, four (4) hours for the first language, and two (2) hours for each succeeding language.

For law clerk, five (5) hours.

For proof reading, five (5) hours.

For meat inspector, four (4) hours.

For superintendent of stations, five (5) hours, and two (2) hours additional for each fish-culture test.

For fish culturist, five (5) hours, and two (2) hours additional for each fish-culture test.

For statistical field agent, five (5) hours.

For messenger (car service), five (5) hours.

(*b*) For each of the following-named customs examinations:

For clerk, day inspector, five (5) hours.

For junior clerk, messenger, four and one-half (4½) hours.

For watchman, inspectress, three and one-half (3½) hours.

For assistant gauger, seven (7) hours.

For assistant weigher, five (5) hours.

For examiner, seven (7) hours.

(*c*) For the following-named postal examinations:

For clerk-carrier, four and one-half (4½) hours.

For porter, four (4) hours.

(*d*) Other examinations shall be regulated in the matter of time by the Commission in the special order providing for such examinations.

(*e*) Twenty (20) minutes shall be allowed at the commencement of each examination for the work of filling the blanks of the declaration sheet and inclosing said sheet in the envelope, and ten (10) minutes for explanations and instructions by the examiner in charge, which time will not be included in the time allowed for the examination.

(*f*) No allowance will be made for time spent out of the examination room or for time lost in the examination room by the competitors. Examiners must, however, be careful not to permit delay in the issuing of examination sheets.

19. Examiners must take care that all question sheets, whether completed or not, are turned in by the competitors before the expiration of the time to which the examination is limited, but any competitor who has been permitted to commence the examination at an hour subsequent to that at which the class commenced shall be entitled to the full time allowed for the examination. If any competitor shall abandon his examination, or shall fail to complete it within the time allowed, the examiner shall note the fact upon the last sheet had by such competitor.

20. During an examination no competitor shall leave the room without notice to an examiner. If a competitor leave the room before he has finished the sheet on which he is engaged he will not be permitted to finish it upon his return; it will be taken up, and the next sheet will be given to him.

21. Should the examiner have reason to suspect that competitors have copied from each other, or that they have improperly obtained information relating to the subject of the examination, the Commission shall be informed thereof, and the examination papers of such competitors shall not be marked until the facts have been investigated; and if the Commission shall find that any competitor has been guilty of bad faith or fraud his papers shall be canceled.

22. Applicants must supply themselves, for use in an examination, with pen, penholder, ink, lead pencils, and erasers, and in technical examinations (such as typewriting or drafting) with the necessary machine or instruments.

23. Except by permission of the Commission, chief examiner, or examiners, no visitor shall be allowed within the room during an examination.

24. No books, maps, or diagrams shall be permitted in the examination room for the use or information of the competitors, unless authorized by the Commission.

25. A record of all noncompetitive examinations shall be kept by the Commission, and each customs and postal board shall, after each such examination held by the board, report to the Commission all the facts in relation thereto.

26. No request for the examination of an applicant for the customs or postal service out of his order, as determined by the number of his application paper, shall be granted.

27. An applicant who has for any reason been denied examination in his order may appeal to the Commission.

28. No person already in the classified service in a place not excepted from examination shall be examined for original entrance to any position in the office in which he is serving.

29. No person can be examined who is not a citizen of the United States.

30. After the examination has begun an applicant will not be admitted, nor after the hour for closing the examination has arrived will an applicant be allowed to remain unless for proper reasons in the discretion of the examiners.

31. In postal examinations and in railway mail examinations, when practicable, two examiners must be present at the card-reading test of each competitor.

## REGULATION VI.

### MARKING OF EXAMINATION PAPERS.

1. As soon as practicable after an examination the papers of the competitors shall be marked and the general average of each ascertained.

2. A competitor, after receiving notice of his grade, may, in person or by duly authorized agent, in the presence of an examiner, inspect his examination papers, and, if in his opinion injustice has been done him, he may, within thirty days after the receipt of notice, appeal to the Commission, specifying particularly and in detail the cause of the complaint. The Commission will promptly decide all such appeals and, if necessary, revise the marking of appellant's papers, or otherwise do justice in the premises.

3. All examination papers shall be marked under the following rules:

| | |
|---|---|
| Mark every correct answer | 100 |
| Mark every faulty answer according to its value on a scale of 100 as herein specifically directed, and deduct the sum of the error marks of each answer from 100. | The difference between the sum of the error marks of each answer and 100 will be the mark of the answer. |

ORTHOGRAPHY.

| | From 100 deduct— |
|---|---|
| (1) For each error in orthography when the exercise consists of 20 words | 5 |
| (2) For each error in orthography when the exercise consists of 10 words | 10 |
| (3) For each error in capitalization | 1 |
| (4) For each failure to use the hyphen when required in a compound word | 3 |
| (5) For each wrong use of the hyphen | 3 |
| (6) For each failure to use period to denote an abbreviation when the exercise consists of 20 words | 1 |
| (7) For each failure to use period to denote an abbreviation when the exercise consists of 10 words | 2 |

COPYING.—*Writing from dictation.*

*In this exercise no word or date shall be abbreviated.*

| | |
|---|---|
| (1) For each error in orthography, but no charge to be made for the repeated misspelling of the same word in the same manner | 2 |
| (2) For each word omitted | 2 |
| (3) For each word inserted or added | 2 |
| (4) For each word substituted[1] | 1 |
| (5) For each transposition | 1 |
| (6) For each abbreviation | 1 |
| (7) For each error in capitalization | 1 |
| (8) For each gross error in the use or the omission of a punctuation mark | 1 |
| (9) For each failure to use the hyphen when required | 1 |
| (10) For each wrong use of hyphen | 1 |
| (11) For each error in the division of words | 1 |
| (12) For irregularity in left-hand margin | 1 to 3 |

COPYING.—*Writing from plain copy or from rough draft.*

| | |
|---|---|
| (1) For each error in orthography | 5 |
| (2) For each word or figure[2] omitted, repeated, or improperly inserted: *Provided*, That a deduction of 10 shall be made for two or more consecutive words, if the words do not constitute more than one printed line of the copy; that a deduction of 20 shall be made for two printed lines or more than one line; and that a proportionate deduction shall be made for a greater number of printed lines | 5 |
| (3) For each word inserted or added | 5 |
| (4) For each word or figure substituted | 5 |
| (5) For each transposition | 5 |
| (6) For each abbreviation not in the copy | 5 |
| (7) For each failure to capitalize according to copy | 5 |
| (8) For each failure to punctuate according to copy | 5 |
| (9) For each failure to paragraph according to copy | 5 |
| (10) For irregularity in left-hand margin | 5 |
| (11) For misdivision of a word at the end of a line | 3 |
| (12) For each omission of the hyphen in dividing a word at the end of a line | 1 |
| (13) For failure to indent as in copy (only one charge to be made in the exercise) | 5 |
| (14) For each variation from the printed copy in the use of parentheses, brackets, or the hyphen | 5 |
| (15) For interlineation, want of neatness, etc | 3 to 5 |

PENMANSHIP.

Mark penmanship[3] according to its value on a scale of 100.

---

[1] No charge shall be made for the omission of the word or words in place of which the substituted word or words have been written.

[2] The cipher is considered as a figure.

[3] In determining the value of penmanship, legibility, rapidity, formation of letters, and general appearance must be considered.

## ELEMENTS OF THE ENGLISH LANGUAGE.

(1) Each error in a sentence given for correction shall be valued at the amount that would be produced by dividing 100 by the sum of the errors contained in the sentence. If, in correcting a sentence, errors are made in the answer that are not in the sentence given for correction, these errors shall be added to the errors of the sentence to be corrected, and each error shall be valued at the amount resulting from a division of 100 by this sum.

The sum of the error values credited for errors corrected in the answer will be the mark of the answer.

(2) Any exercise in this subject (letter writing excepted) which does not present a definite number of points, so that it may be marked under definite rules, will be marked in the discretion of the examiners upon the following considerations: (1) Whether the answer covers the question; (2) whether it is accurate; (3) whether it is unambiguous; (4) as to the degree of information and capacity it exhibits.

In the discretion of the examiners.

## LETTER WRITING.

(1) In marking the letter, form, style, and matter will each be marked on a scale of 100, and the sum of these marks will be divided by 3.

The quotient resulting from a division of the sum of the markings on form, style, and matter by 3 will be the mark of the *letter*.

(2) In marking the letter, the errors mentioned below shall be charged to form, as follows:

The sum of the error marks shall be deducted from 100, and the remainder will be the mark on *form* in the marking of the letter.

| | | From 100 deduct— |
|---|---|---|
| | (*a*) Omission of date line | 10 |
| | (*b*) Omission of name of place or date, in date line | 5 |
| | (*c*) Omission of address | 10 |
| | (*d*) Omission of name of person or place, in address | 5 |
| | (*e*) For omission of salutation | 3 |
| | (*f*) Omission of subscription | 10 |
| | (*g*) For each incompletely written (1) name of the place in date line or address; (2) date or address; (3) subscription | 5 |
| | (*h*) For each error in spelling, but no charge to be made for repeated misspelling of the same word in the same manner | 3 |
| *Form.* | (*i*) For each error in the division of words | 3 |
| *Form.* | (*j*) For each error in syntax | 3 |
| *Form.* | (*k*) For irregular left-hand margin | 3 |
| *Form.* | (*l*) For repetition of address | 5 |
| *Form.* | (*m*) For signing name instead of examination number | 5 |
| *Form.* | (*n*) For each improper abbreviation | 1 to 3 |
| *Form.* | (*o*) For each word omitted or repeated | 1 |
| *Form.* | (*p*) For each error in punctuation and in the use of capitals | 1 |
| *Form.* | (*q*) For each failure to use the hyphen when required in a compound word | 2 |
| *Form.* | (*r*) For each wrong use of the hyphen | 2 |
| *Form.* | (*s*) For each omission of the hyphen in dividing a word at the end of a line | 1 |
| *Form.* | (*t*) For irregularity or other errors in paragraphing | 1 to 3 |

(3) No definite directions can be given for marking the style and matter of the letter, and the judgment of the examiners must therefore determine the value of each.

In marking *style* and *matter*, the judgment of the examiners determines the mark on each.

*Matter. Style.* (*a*) In determining the mark on style, it will be proper to consider: (1) The mode of expressing the thoughts or facts; (2) rhetorical expression; (3) choice of words and their arrangement (not including grammatical construction).

*Matter.* (*b*) In determining the mark on matter, it will be proper to consider: (1) Adherence to the subject; (2) intelligence and ability shown.

## ARITHMETIC.

### *Notation and numeration.*

| | From 100 deduct— |
|---|---|
| (1) For each improper use of the sign $, £, or other denominations of quantity, or for the omission or the substitution of one for the other | 10 |
| (2) For error in denomination of decimal; for each place not exceeding two | 25 |
| (3) For a required decimal expressed as a common (or vulgar) fraction | 25 |
| (4) For each numeration point placed to the right of the decimal point | 5 |
| (5) For each use of a comma where the decimal point should be used | 5 |
| (6) For each use of the period where the comma should be used | 5 |
| (7) For each figure substituted | 10 |
| (8) For each figure inserted | 25 |
| (9) For each figure prefixed or suffixed | 25 |
| (10) For each figure omitted | 25 |
| (11) For incomplete or incorrect pointing | 5 to 10 |
| (12) For omission of the hyphen in compound words, when the omission leads to ambiguity | 10 |
| (13) For use of superfluous cipher or ciphers at the left of an integer | 5 |

| | From 100 deduct— |
|---|---|
| (14) For writing cents and mills as a decimal part of a dollar when an amount of United States money is required to be expressed in words | 10 |
| (15) For expressing in figures and signs quantities required to be expressed in words, according to gravity of error | 10 to 100 |
| (16) For expressing in words quantities required to be expressed in figures and signs, according to gravity of error | 10 to 100 |

*Fundamental rules.*

| | |
|---|---|
| (17) For each error in computation | 10 |
| (18) For errors in pointing off decimals; for one place | 25 |
| for two places | 30 |
| for three or more places | 35 |
| (19) For use of the comma where the decimal point should be used | 5 |
| (20) For error in copying figures from printed question | 15 |
| (21) For each evasion of a decimal or common fraction test in copying from printed question | 25 |
| (22) For error in copying figures from work, wrong result being obtained | 10 |
| (23) For error in copying figures from work, right result being obtained | 5 |
| (24) For indicating wrong process, but performing correct process | 10 |

*Fractions and problems.*

(Above charges for fundamental rules apply also to fractions and problems.)

| | |
|---|---|
| (25) In problems involving but one step or operation, for wrong process, producing incorrect result | 100 |
| (26) In problems involving more than one step or operation: | |
| For the first wrong process, according to gravity of error | 25 to 75 |
| For each subsequent wrong process, according to gravity of error | 15 to 75 |
| (27) For complex statement, process, or method, right result being produced | 10 |
| (28) If, when "work" or "operation in full" is required, the correct answer is given, but no "work" is shown | 75 |
| (29) For fractions in answer not reduced to lowest terms | 10 |
| (30) In denominate numbers, for errors in quantity of one denomination contained in a unit of a higher denomination, or for failure to express the answer in the several denominations, beginning with the highest, according to the gravity of the error | 10 to 25 |
| (31) If solution is incomplete, credit in proportion to correct work done. | |
| (32) For error in subtraction of dates in problems in interest, discount, and partial payments | 10 to 15 |
| (33) For omitting days of grace in problems in bank discount, or in other problems when specified | 25 |
| (34) If, when "work" or "operation in full" is required, the correct answer is given and the process is clearly indicated, but not written in full | 10 to 15 |
| (35) If no attempt is made to answer | 100 |
| (36) For failure to indicate the answer in problems by the letters: *Ans.*, or otherwise | 5 |
| (37) For each failure to use the sign $ or £, or any other monetary or commercial sign, or any sign by which the relations of quantities are expressed, when the use of such is required in the statement or solution of a problem | 5 |
| (38) In multiplication, for each failure to use a figure of the multiplier, or for treating the cipher as a unit in the multiplier | 25 |
| (39) For each transposition of figures in process | 10 |
| (40) For giving proof instead of solution | 75 |
| (41) For copying a decimal as a whole number, but treating it correctly as a decimal in the solution | 5 to 10 |

## GEOGRAPHY, HISTORY, AND GOVERNMENT.

In marking these subjects, each answer shall be marked, in the discretion of the examiners, according to its value on a scale of 100.

When the question requires in the answer a specified number of States, countries, persons, places, locations, or things, the quotient arising from the division of 100 by the number of States, countries, etc., required, shall be the credit to be given for each State, country, etc., correctly named; if a greater number is given in the answer than is required, the additional number of States, countries, etc., shall be added to the number required by the question, and the quotient arising from the division of 100 by the number thus obtained shall be the credit to be given for each State, country, etc., correctly named.

## BOOKKEEPING AND ACCOUNTS.

| | From 100 deduct— |
|---|---|
| (1) For omission of heading or for wrong heading | 20 |
| (2) For reversed items (every item that should be a debit being made a credit, and vice versa) | 50 |
| (3) For every misplacement of credits or debits (where the preceding rule does not apply) | 10 |
| (4) For omission of date or item or improper insertion of the same | 10 |
| (5) For omission or misplacement of balance | 20 |
| (6) For failure to bring balance down when required | 10 |

## PRACTICE OF BOOKKEEPING.

The different subjects in the practice of bookkeeping are weighted as follows: Day book, 1; journal, 1; ledger, 1; balance sheet, 1. Total, 4.

| | From 100 deduct— |
|---|---|
| **Daybook:** | |
| (1) For want of neatness | 5 to 25 |
| (2) For incorrect form | 5 to 25 |
| (3) For omission of daybook entries in journal-daybook | 50 |
| **Journal:** | |
| (4) For each error in computation | 5 |
| (5) For each error in journalizing | 10 |
| (6) For each omission of an item, according to importance of the item omitted | 10 to 20 |
| (7) For each omission of a folio, or for wrong folio | 1 |
| (8) For each omission of a date, or any part thereof, or for wrong date<br>*Provided*, That not more than 10 shall be deducted on account of dates, nor more than 10 on account of folios. | 2 |
| (9) For each omission of an initial of a name, or correct initial, or other gross error in names of firms or individuals<br>*Provided*, That where the same error is repeated no additional charge shall be made. | 5 |
| (10) For the omission of inventory in daybook or journal-daybook | 5 |
| **Ledger:** | |
| (11) For each abbreviation of ledger heading (except in names of individuals or firms), or omission of an initial, or for a wrong initial, or gross failure to conform to journal | 3 |
| (12) For each omission of a folio, or for incorrect folio | 1 |
| (13) For each omission of a date or any part thereof, or for incorrect date<br>*Provided*, That not more than 10 shall be deducted on account of dates, nor more than 10 on account of folios; and that when a date or folio is the same as that of the preceding item in the account, and on the same side of the account, no charge shall be made for failure to repeat the same. | 2 |
| (14) For posting a wrong amount | 5 |
| (15) For carrying to a wrong account, or to the wrong side of an account | 5 |
| (16) For the omission of an item in posting | 5 |
| (17) For posting an item out of its proper order | 2 |
| (18) For failure to close the ledger when all the accounts are required to be closed | 50 |
| (19) For failure to close the ledger when the accounts showing loss and gain are required to be closed | 35 |
| (20) For failure to close one or more accounts required to be closed, in each case<br>*Provided*, That the charges shall not exceed those specified in Rules 18 and 19. | 5 |
| (21) In closing an account having an inventory, for omission of inventory | 5 |
| (22) For closing an account into a wrong account | 5 to 10 |
| (23) For using wrong colored ink, for each error<br>*Provided*, That not more than 15 shall be deducted on account of color of ink. | 3 |
| (24) For omission of loss and gain account | 10 |
| (25) For omission to bring down a balance, or for bringing down a balance on the wrong side of the account, in each case<br>*Provided*, That not more than 20 shall be charged for omissions or errors in balances. | 5 |
| (26) For omission of date in bringing down balance | 2 |
| (27) For bringing down loss or gain as balance | 10 |
| (28) For each error in footing accounts, or for incorrect balance | 5 |
| (29) For grossly improper ruling, or for failure to foot the accounts, or for other gross errors not herein specified | 5 to 10 |
| **Balance sheet:** | |
| (30) For making trial balance in lieu of balance sheet | 50 |
| (31) For each error in transferring ledger footings or balances to trial balance | 5 |

| Balance sheet—Continued. | From 100 deduct— |
|---|---|
| (32) For each error in balance sheet affecting the amounts | 5 |
| (33) If the trial balance does not balance (irrespective of the origin of the error) | 25 |
| (34) For a forced balance | 50 |
| (35) For the omission of a ledger folio or for an incorrect folio | 1 |
| *Provided*, That not more than 5 shall be deducted on account of errors in folios. | |
| (36) For erasures, incorrect form, and other errors not herein specified | 5 to 25 |

## FOR MARKING THE "READING OF ADDRESSES."

(Railway Mail Service and Postal Service.)

Two marks are given for this subject—one for accuracy, the other for speed. The sum of the mark for accuracy and for speed, divided by 2, gives the average for the subject.

The mark for accuracy will be determined by the following rule: Count all the errors on the cards which were read within the ten minutes allowed for the exercise, and count two errors for each address not read within the ten minutes (if there be any such.) If the sum of all the errors thus found is more than an average of 2 to each address (i. e. to each card) reject the excess. Subtract the sum of these errors, thus found, from 100, and the result will be the mark for accuracy.

To ascertain the mark on speed the following table should be used. The first column indicates the number of minutes used in reading the addresses, and the second column the mark for speed:

| | | | | | |
|---|---|---|---|---|---|
| 3 minutes | 100 | 5½ minutes | 87 | 8 minutes | 72 |
| 3½ minutes | 98 | 6 minutes | 84 | 8½ minutes | 69 |
| 4 minutes | 96 | 6½ minutes | 81 | 9 minutes | 66 |
| 4½ minutes | 93 | 7 minutes | 78 | 9½ minutes | 63 |
| 5 minutes | 90 | 7½ minutes | 75 | 10 minutes | 60 |

The above table shows the mark for every half minute, when the competitor reads all the addresses in ten minutes or less. If all the addresses are not read within ten minutes the mark will be determined as follows: For each card not read within ten minutes a charge of 1.2 (one and two-tenths) will be made, and the sum of these charges subtracted from 60 will give the mark for speed.

## SPECIAL EXAMINATIONS.

The examiners must, when rules for marking the technical, special skill, or practical test parts of any examination have not been prescribed, determine upon their own judgment the value of the answers in such parts of any examination; but, as far as practicable, the papers of special examinations must be marked under these rules.

## EXAMINATION IN TYPEWRITING.

In addition to penmanship, letter writing, and arithmetic, which are marked under the general rules, the examination in typewriting consists of four practical subjects: 1. Tabulating—arranging in tabular form certain data given in the question. 2. Transcribing rough draft. 3. A copying and spacing exercise, intended to test the applicant's knowledge of the use and adjustment of the machine. 4. A dictation exercise. Speed and accuracy will be considered in marking all the practical subjects of this examination, each being marked on a scale of 100. The average on the subject is determined by dividing the sum of the marks on speed and accuracy by 2.

### 1. *Tabulating exercise.*

The tabulating exercise will be marked under the following rules:

| | From 100 deduct— |
|---|---|
| (1) For omitting the general heading | 10 |
| (2) For improper general heading | 5 to 10 |
| (3) For each column heading omitted (total charges not to exceed 15) | 5 |
| (4) For inaccuracies in column headings (total charges) | 3 to 10 |
| (5) For each irregular margin to columns | 3 to 10 |
| (6) For each column omitted or substituted | 25 |
| (7) For column added | 10 |
| (8) For each abbreviation contrary to instructions (total charges not to exceed 35) | 5 |
| (9) For each unnecessary run-over to following line | 5 |
| (10) For each word or item omitted, added, or changed (for the omission of a whole line 10), and for each transposition of items | 5 |
| (11) For each error in the name of an individual, State, or place, and for each error in other entries (only one charge to be made for the full name of an individual or for a single column entry or for the repeated misspelling of the same word) | 5 |
| (12) For each error in spelling in headings, and for other minor errors not specified | 2 to 5 |
| (13) For want of neatness by reason of blots, erasures, etc | 5 to 15 |

| | From 100 deduct— |
|---|---|
| (14) For each comma used in place of a decimal point, or vice versa (total charge not to exceed 10) | 2 |
| (15) For incorrect punctuation | 5 to 10 |
| (16) For each error not specified above | 5 to 10 |

TIME CONSUMED will be marked according to the following scale: If the competitor consume only twenty minutes in tabulating he will be credited with 100. When the time consumed is more than twenty minutes and not more than thirty minutes, ½ of 1 will be deducted from 100 for every minute consumed more than twenty minutes. When the time consumed is more than thirty minutes and not more than forty-two minutes, ¾ of 1 will be deducted from 95 for every minute consumed more than thirty minutes. When the time consumed is more than forty-two minutes and not more than sixty minutes, 1 will be deducted from 86 for every minute consumed more than forty-two minutes. When the time consumed is more than sixty minutes and not more than eighty minutes, 1½ will be deducted from 68 for every minute consumed more than sixty minutes.

*2. Transcribing rough draft.*

The rough draft exercise will be marked under the following rules:

| | From 100 deduct— |
|---|---|
| (1) For each error in orthography | 5 |
| (2) For each word or figure[1] omitted: *Provided*, That a deduction of 10 shall be made for the omission of two or more consecutive words, if the words omitted do not constitute more than one printed line of the copy; that a deduction of 20 shall be made for the omission of two printed lines or more than one line; and that a proportionate deduction shall be made for the omission of a greater number of printed lines | 5 |
| (3) For each word inserted or added | 5 |
| (4) For each word or figure substituted | 5 |
| (5) For each transposition | 5 |
| (6) For each abbreviation not in the copy | 5 |
| (7) For each failure to capitalize according to copy | 5 |
| (8) For each failure to punctuate according to copy | 5 |
| (9) For each failure to paragraph according to copy | 5 |
| (10) For irregularity in left-hand margin | 5 |
| (11) For misdivision of a word at the end of a line | 3 |
| (12) For each omission of the hyphen in dividing a word at the end of a line | 1 |
| (13) For failure to indent as in copy (only one charge to be made in the exercise) | 5 |
| (14) For each variation from the printed copy in the use of parentheses, brackets, or the hyphen | 5 |

TIME CONSUMED will be marked according to the following scale: If the competitor consume only twelve minutes in transcribing rough draft, he will be credited with 100. When the time consumed is more than twelve minutes and not more than twenty minutes, ½ of 1 will be deducted from 100 for every minute consumed more than twelve minutes. When the time consumed is more than twenty minutes and not more than thirty, ¾ of 1 will be deducted from 95 for every minute consumed more than twenty minutes. When the time consumed is more than thirty minutes and not more than forty minutes, 1 will be deducted from 87.50 for every minute consumed more than thirty minutes. When the time consumed is more than forty minutes and not more than sixty minutes, 2 will be deducted from 77.50 for every minute consumed more than forty minutes.

*3. Copying and spacing.*

In the copying and spacing exercise particular consideration will be given to the POSITION OF THE LINES AND THE SPACING BETWEEN LINES, the competitor being required to make as nearly as possible a *fac simile* of the copy.

The copying and spacing exercise will be marked under the following rules:

| | From 100 deduct— |
|---|---|
| (1) For each original error in spacing, according to gravity | 5 to 15 |
| (2) For each minor error in spacing between words and in commencing lines | 2 to 3 |
| (3) For lack of neatness | 5 to 10 |
| (4) For each line omitted | 10 |
| (5) For each error in orthography | 5 |
| (6) For each word or figure omitted, inserted, added, or substituted | 5 |
| (7) For each transposition | 5 |
| (8) For each failure to punctuate according to copy | 5 |
| (9) For each failure to paragraph according to copy | 5 |
| (10) For omission of hyphen in dividing a word at the end of a line | 3 |
| (11) For each variation from the printed copy not covered by the above rules | 3 to 5 |

TIME CONSUMED will be marked under the rule for marking the tabulating exercise.

[1] The cipher is considered as a figure.

*4. Dictation exercise.*

The dictation exercise will be marked under to the following rules:

| | From 100 deduct— |
|---|---|
| (1) For each error in orthography | 3 |
| (2) For each word omitted, added, or substituted | 3 |
| (3) For the plural number instead of the singular, or the singular instead of the plural, when the grammatical correctness is not affected | 1 to 2 |
| (4) For each gross error in punctuation | 1 |
| (5) For each transposition | 2 |
| (6) For each abbreviation | 2 |
| (7) For each error in capitalization | 2 |
| (8) For each failure to use the hyphen when required | 1 |
| (9) For each wrong use of the hyphen | 1 |
| (10) For each error in division of words | 1 |
| (11) For each irregularity in left-hand margin | 3 to 5 |
| (12) For want of neatness | 5 to 20 |
| (13) For each correction in letters, words, figures, or punctuation, with pen and ink or pencil | 1 to 2 |

TIME CONSUMED will be marked according to the following scale: For a SPEED of 65 words per minute a credit of 100 will be given, and for every word in speed less than 65 per minute 1 will be deducted from 100 down to and including 45 words per minute. For a speed of 45 words per minute a credit of 80 will be given, and for every word in speed less than 45 down to and including 35 a deduction of 1½ from 80 will be made. For a speed of 35 words per minute a credit of 65 will be given, and for every word in speed less than 35 a deduction of 2 from 65 will be made.

## EXAMINATION IN STENOGRAPHY.

In addition to penmanship, letter writing, and arithmetic, which are marked under the general rules, this examination consists of two exercises in dictation, to be written by the competitor in stenographic characters, which he must then transcribe into longhand. One of the exercises is a selection from a speech and the other is a letter, each containing 260 words. The transcript will be compared with the printed text from which the dictation was given, and charges will be made for errors under the following rules:

| | From 100 deduct— |
|---|---|
| (1) For each word omitted, added, or substituted | 3 |
| (2) For each word misspelled | 3 |
| (3) For the use of the plural instead of the singular, or the singular instead of the plural: | |
| When the grammatical correctness is not affected | 1 to 2 |
| When the grammatical correctness is affected | 3 |
| (4) For each gross error in capitalization or punctuation | 1 |
| (5) For each transposition | 2 |
| (6) For each error in division of words | 1 |
| (7) For each failure to use hyphen when required | 1 |
| (8) For each abbreviation | 1 |
| (9) For failure to transcribe a line or a portion of a line of the stenographic notes, according to the number of words | 6 to 40 |

Charges for errors in numerals will be determined by the number of words required to write the numerals.

*When the mark for accuracy is only 10, no credit will be given for speed.*

An important element in this examination is speed in writing the stenographic notes, which will be marked upon the following scale: For a speed of 140 words or more per minute a credit of 100 will be given. For every word less than 140 and not less than 80 a charge of 0.5 will be made. For a speed of less than 80 a charge of 0.75 will be deducted from 70 for every word less than 80.

## STENOGRAPHY AND TYPEWRITING.

A weight of 2 is given to stenography, and a weight of 1 to typewriting. The general average of all eligibles who stand upon the register in stenography, and also upon the register in typewriting, will be ascertained, and the general average of each eligible in stenography multiplied by 2, the product added to his general average in typewriting, and the sum divided by 3. In this manner a general average of those who are eligible in both stenography and typewriting will be ascertained.

## INSTRUCTIONS FOR MARKING TELEGRAPHY.

Mark the practical questions according to the completeness and accuracy of the answers.

Mark the "receiving" and "sending" exercises separately, giving credit for speed and accuracy in accordance with the rules given below.

To find the general average add the average on the "practical questions," the "sending exercise," and the "receiving exercise," and divide the sum by 3.

The dictation exercises should consist of about 175 words.

For a speed of 40 words a minute in "sending" or "receiving" give a mark of 100.

| | From 100 deduct— |
|---|---|
| For every word less than 40 words a minute | 1.5 |
| For each word omitted, added, or substituted in sending or receiving | 5 |
| For poor or defective sending | 5 to 15 |
| For poor or defective copy in receiving | 5 to 15 |
| For every "break" in "sending" or "receiving" | 2 |

GENERAL PROVISIONS.

1. For using the pencil in performing any work required to be written in ink a charge of 10 should be made.

2. Any error not covered by the foregoing rules will be marked in the discretion of the examiners.

3. The examiners having satisfactory evidence that an answer has been borrowed or otherwise improperly obtained, the question will be marked 0, and the examination papers, with the evidence, referred to the Commission.

4. The examination papers of every competitor must be marked and reviewed by the board of examiners, and each examiner shall initial every paper marked or reviewed by him. Each examiner who marks a subject shall mark and initial with pencil or ink of different color from that of the pencil or ink used by any other examiner marking the same subject.

5. All errors noted must be indicated by underlining or otherwise. The charge for each error must when practicable, be noted on the margin of the sheet.

6. In finding the average of the marks on any subject by dividing the sum of the credits by the number of questions, the unanswered questions must be counted in obtaining the divisor.

RELATIVE WEIGHTS OF SUBJECTS.

4. There shall be given to every subject in an examination a relative weight according to its importance therein, and the general average of each competitor shall be ascertained as follows:

Multiply the average of the marks on each subject by the number indicating the relative weight of the subject and divide the sum of the products thus obtained by the sum of the relative weights. The quotient will be the general average. For example:

CLERK-COPYIST EXAMINATION.

| Subjects. | Averages. | Relative weights. | Products of multiplication of averages by relative weights. |
|---|---|---|---|
| Orthography | 90 | 3 | 270 |
| Penmanship | 80 | 3 | 240 |
| Copying | 90 | 4 | 360 |
| Letter writing | 80 | 5 | 400 |
| Arithmetic | 95 | 5 | 475 |
| Divide the sum of the products by the sum of the relative weights | | 20 | 1,745 |
| And the general average is ascertained to be | | | 87.25 |

## REGULATION VII.

CERTIFICATIONS.

1. Immediately after the papers of an examination shall have been marked, and in the cases of the customs and postal examinations the lists of eligibles approved by the Commission, the names of the eligibles shall be entered upon the appropriate registers.

2. If, when requisition is made for certification from any register of eligibles, there are thereon the names of eligibles who have been allowed claim of preference by the Commission under section 1754 of the Revised Statutes, all of them, if they do

not exceed three in number, shall be certified. If the requisition is for certification from the clerk-copyist register, the names of all the preference claimants who are then eligible shall be listed together in the order of their grade, and from this list the first three names shall be certified: *Provided*, That when certifications contain the names of preference claimants and others, and preference claimants are selected therefrom, the certifications shall not be charged against the others certified.

3. Any eligible who is on a clerk-copyist register and also on one or more special registers, may be certified from any one, and when appointed from one shall be dropped from all the others.

4. When an eligible is offered an appointment which he declines, he shall not be again certified unless he shall request the benefit of the remaining certifications which the rules allow, stating reasons satisfactory to the Commission, in which case such certification may be made.

5. When the papers of a postal or customs examination shall have been marked and the names and grades of the eligibles ascertained, such names and grades shall be made public by being conspicuously posted in a place accessible to the public, and all certifications and appointments of such eligibles shall be made public in like manner.

6. No request to have the name of an eligible certified out of its order on the register of eligibles shall be granted.

7. Selection from a certification should be made within three days from the date of the certificate, and should be immediately reported to the Commission or to the local board, as the case may be, on the proper form, the examination papers being returned to the Commission or to the board with the notice of selection.

## REGULATION VIII.

### PROBATIONAL AND ABSOLUTE APPOINTMENTS.

The probational test period is considered a part of the examination, and should be strictly observed. At the end of six months from the date of probational appointment an absolute appointment should be given or the probationer should be notified in accordance with the provisions of the rules that he will not receive one, which shall be equivalent to a discharge from the service. Absolute appointment will be made to the position held by the probationer at the time when the six months expire. (See "Promotions," Reg. IX.) The probational period must not in any case be extended beyond six months from the date of probational appointment. In post-offices the period of probation of a substitute begins with the date of his nomination to the Postmaster-General, if a carrier, and with the date of probational appointment in all other cases, and expires at the end of six months from that date, regardless of the length of time actually employed.

## REGULATION IX.

### PROMOTIONS.

Promotions will be made in the departmental service in accordance with the provisions of Departmental Rule IX.

Promotions will be made in the railway mail service in accordance with paragraph 1 of Railway Mail Rule IV.

Promotions will be made in the Indian service in accordance with the provisions of Indian Rule IV.

Promotions will be made in the customs service in accordance with the provisions of Customs Rule V, except in the case of the New York custom-house, for which promotion regulations have been adopted.

Promotions will be made in the postal service in accordance with the provisions of Postal Rule V. Substitutes during probation may be promoted or appointed to regular positions, and from place to place on the regular force in the same grade (clerk,

carrier, messenger, etc.), but may not be transferred from one grade to another until after absolute appointment; and in all cases of transfer regard must be had to the age limits fixed by paragraph 2 of Postal Rule II. Promotions from substitute to regular force must be made in the order of the dates of appointment to substitute position, regardless of the divisions of the offices in which employed.

## REGULATIONS GOVERNING PROMOTIONS AND TRANSFERS IN THE NEW YORK CUSTOMS DISTRICT.

IN EFFECT APRIL 5, 1895.

*Regulation I.*—Any person wishing to be examined for promotion must personally record his application in a book provided for the purpose in the office of the secretary of the board of examiners, stating the position and office in which he is employed and the position for which he wishes to be examined.

*Regulation II.*—1. Examinations for promotion to classes 1, 2, 3, and 4, clerk's grade in all offices shall be held annually, commencing on the first Monday in December; applications must be recorded with the secretary of the board of examiners at least twenty days before the first Monday in December. These examinations may be held at other times when in the opinion of the board of examiners, approved by the Civil Service Commission, it shall be necessary.

2. Any clerk in Class B who has been absolutely appointed, or any clerk who has served six months in classes 1, 2, or 3, may be examined for promotion to the next higher class: *Provided, however*, That if in any examination for promotion the competitors in the next lower class shall not exceed three in number, the board may, at its discretion, open the competition to those who have served less than six months in this class, and to one or more of the classes below the class in which there are not more than three competitors.

3. Any sampler who has served one year since his absolute appointment may be examined for promotion to clerk class 1, appraiser's office.

4. Any inspector who has served one year since his absolute appointment may be examined for promotion to clerk class 2, collector's office.

5. Any clerk in class 4 may be promoted to a clerkship in class 5, and any clerk in class 5 may be promoted to a clerkship in class 6 upon certification by the board of examiners that he has passed an examination for class 4, and that he has served at least six months in the class from which he is to be promoted.

*Regulation III.*—1. Examinations for promotion to the position of clerk Class B and inspector shall be held in April of each year at the time of the semiannual examinations for these positions; applications for admission must be recorded with the secretary of the board of examiners at least twenty days before the first Tuesday in April.

2. Any person in Class A holding a position not excepted from examination who has been absolutely appointed may be examined for promotion to clerk Class B in the office in which he is employed.

3. Any night inspector or assistant weigher who has been absolutely appointed may be examined for promotion to inspector.

*Regulation IV.*—Examinations for promotion to the position of weigher shall be held when required to fill vacancies; any assistant weigher or inspector who has been absolutely appointed shall be eligible for such examination, and competition for this position shall be limited to assistant weighers and inspectors.

*Regulation V.*—Examinations for promotion or transfer not provided for in the foregoing regulations may be held at such times as in the opinion of the board of examiners, approved by the Civil Service Commission, the needs of the service may require.

*Regulation VI.*—When any examinations other than those scheduled for April and December are ordered, due notice thereof shall be posted in the office for which such examinations are to be held, stating the time and place of examination and the time when applications must be recorded.

*Regulation VII.*—The examinations must be held upon such subjects as in the opinion of the board of examiners, with the approval of the Commission, the general nature of the business of the office and the special nature of the positions to be filled may require. In grading the competitors due weight must be given to the efficiency with which the several competitors shall have performed their duties in the offices. Every competitor obtaining a general average of 75 per centum shall be eligible to promotion.

*Regulation VIII.*—From the list of eligibles from which promotion is to be made the three eligibles highest in grade shall be certified for each vacancy: *Provided*, That in the office of the collector the three eligibles highest in grade in that office, or the three eligibles highest in grade in the division in which the vacancy exists, may be certified, the requisition of the collector to indicate which kind of certification is desired: *And provided further*, That no eligible shall be certified more than three times, and that the period of eligibility shall be one year from the date of registration.

*Regulation IX.*—Any examiner may be promoted to the next higher class upon certification by the board of examiners that he has passed an examination for the position of examiner and that he has served at least six months in the class from which he is to be promoted.

*Regulation X.*—Any person holding a position not excepted from examination may be transferred (first) to a position in the same class and requiring no higher examination and in the same office, or (second) to a position in the same class and requiring no higher examination in another office in this district, with the consent of the heads of the respective offices, upon certification by the board of examiners that he has passed an examination for the class in which he is doing duty and has served six months consecutively in the office from which he is to be transferred: *Provided*, That a person whose name is on the promotion eligible register of the collector's office, who is transferred from one division to another division in that office, shall not be eligible for certification in the division to which transferred, under the second clause of the first proviso of Regulation VIII, until he has served six months therein or has entered upon a new period of eligibility as the result of another regular promotion examination taken subsequent to the transfer.

*Regulation XI.*—The Civil Service Commission may at any time amend these regulations or substitute other regulations therefor.

Promulgated for the information and guidance of nominating and appointing officers, members of the board of examiners, and employees interested, April 15, 1895.

# NOTES ON THE RULES.

## I.—ALL BRANCHES OF THE SERVICE.

1. AGE LIMITATION.

(*a*) Begins with the filing of application paper. (Minutes, June 4, 1888, clause 4, vol. 8, p. 18.)

(*b*) Applies to persons at post-office who wish to be transferred to the railway mail service; also to a transfer from an excepted to nonexcepted place.

2. APPEAL FROM MARKINGS, customs and postal service.

Inspection by competitor of his papers may take place in the presence of the secretary of the board, or of any other member when necessary, the competitor to make no copy of questions or answers, and the board to review no papers except on appeal made in writing. Ordinarily appeals should be made directly to the Commission, but the board may review papers on appeal, and if errors in the markings are discovered, may obtain consent of the Commission for their correction. It is not desirable that the board should hear oral statement or argument by appellants in support of their appeals. (Minutes, April 24, 1888, clause 6, vol. 7, pp. 300, 301.)

3. CERTIFICATION.

(*a*) *From higher registers to fill lower places—Customs service.*—May only be made when the lower register is exhausted and it is not practicable to replenish it in time to meet the demands of the service. The approval by the Commission of any such proposed certification must first be obtained. The order of general average must be followed. (Minutes, September 27, 1888, clause 11, vol. 8, p. 446.)

(*b*) *Course to be pursued in the case of an eligible who is certified to a place and declines the same, and asks the benefit of the remaining certifications which the rules allow.*—The eligible is not to be again certified to the identical place which he has declined, but should be certified to the next (place), a vacancy to which he is entitled to certification. If, however, the identical place which he declined, after having been filled, should again become vacant, he should be again certified to that place if at the time entitled to certification. In other words, the rule to be invariably followed is the certification of the names of the three eligibles having highest grade at he time of the certification. (Minutes, October 28, 1893.)

(*c*) When name is certified and all available means employed to find the person without success, the appointing officer has discharged his full duty, and has a right to a further certification.

(*d*) When an eligible is offered an appointment which he declines, he shall not be again certified unless he shall request the benefit of the remaining certifications which the rules allow, in which case such certification may be made, but certification will not be made to the identical position to which such eligible declined appointment.

4. CITIZENSHIP.

*Applicants who are not native-born citizens of the United States must produce evidence of full citizenship.*

*Ordered,* That hereafter no application for examination in any branch of the classified service made by a person who is not a native-born citizen of the United States shall be approved by any person or board authorized to approve applications until the final naturalization paper or other record evidence of full citizenship is produced.

The declaration of intention to become a citizen of the United States does not constitute citizenship, and does not entitle the person who has made it to a civil-service examination. After the approval of the application of a naturalized person the final papers or record evidence of such naturalization may be returned to the applicant. (Minutes, April 23, 1892, clause 2.)

5. CLASSIFICATION.

(*a*) An office once subject to the examinations does not cease to be subject to them merely because of any change in the number, the grades, or the classes of employees. (Minutes, May 14, 1888, vol. 7, p. 370.)

(*b*) *Per diem employees.*—Under the terms of the departmental classification all the employees who, on the one hand, are not appointed by and with the advice and consent of the Senate, or, on the other hand, who are not employed merely as laborers or workmen, are classified and subject to the civil-service rules, and if not specifically excepted from examination are subject to examination. The manner of their employment and payment does not in the least affect this question. It makes no difference whether they are employed at an annual salary specifically provided for by appropriations, or at a compensation fixed by the head of the Department and paid out of the lump sum appropriated for the specific work, or whether the employment is permanent or temporary. They are in any case classified employees, and must be appointed in the manner provided by the civil-service rules.

6. DROPPING ELIGIBLE FROM THE REGISTER, customs and postal service.

It is competent for a board of examiners, without previous approval by the Commission, to drop from the register the name of any eligible upon proper written request of such eligible. The request should be kept on file. A withdrawal from the register which will evade the provisions of the rules forbidding a re-examination during the period of eligibility, without the consent of the Commission, must not, of course, be permitted. (Book A, p. 253, Dec. 2, 1887.)

7. EFFICIENCY RATING.

Efficiency rating is embraced in all examinations for promotion and transfer except examinations of a technical or professional character. (Minutes, August 23, 1893.)

8. EXAMINATION.

(*a*) Examination, so far as age limitations are concerned, begins with the filing of the application. (Minutes, June 4, 1888, clause 4, vol. 8, pp. 2, 3.)

(*b*) A person who has passed an examination may be again examined one year thereafter, although the term of eligibility has not expired, upon his filing a new application. The filing of a new application does not cancel eligibility, the examination for which it is filed not being a re-examination in the sense of Rule III, section 7, but a new examination on a new paper, the new eligible period not to begin until the old one expires. (Letter to Baltimore Postal Board, January 11, 1889, Book M, p. 229.)

(*c*) *Entrance examination by those already in the service.*—The entrance examinations have for their object the testing of the qualifications of applicants for admission to the service, and therefore these examinations for any branch of the service are not open to persons already in the same branch. It is unnecessary and contrary to public policy to examine a person for a place for which he is already eligible by promotion or transfer. The apparent exception to this rule is that a person in the departmental service may be examined for a special register for that branch of the service. The rules do not prohibit a person serving in one branch of the service from applying for examination for admission to another branch, as, for instance, a person serving in a post-office from applying for admission to a custom-house. Clause 4 of General Rule III, however, prohibits a person from being an applicant for examination or an eligible for appointment in more than one branch of the service at the same time. (Minutes, April 27, 1888, vol. 7, pp. 317, 318. Also, April 6, 1888, p. 243.)

(*d*) *Inspection of an applicant's papers.*—No person will be permitted to inspect the papers of applicants, who habitually or regularly does so for many different persons, and permission will not be granted to any representative of an applicant to see his papers after the expiration of thirty days from the date of notice of standing, except upon a statement of the reasons by the applicant, approved by the Commission. (Minutes of February 26, 1895, clause 4.)

9. EXAMINING BOARD.

(*a*) *An agency of the Commission.*—In its creation a board of examiners is not beyond and outside of the jurisdiction of the head of the office; but after its creation it is an agency of the Commission and not of the head of the office, and must perform its work under the direction of the Commission (see section 3, civil-service law, sections 11–16 of General Rule III). This must be so or the Commission might find itself very much embarrassed in the execution of the law and the rules. It is imperative that the intercourse between the Commission and the examiners be direct. Under the law and rules, the first connection that the head of the office has with any business of the board is when he wishes to fill a vacancy and makes a requisition upon the board for a proper certification. He deals with the board in this matter, and in all other matters, as the agents of the Commission, and not as his own subordinates. In the discharge of their duties as employees of the office the members of the board are wholly under the jurisdiction of its head. In the discharge of their duties as examiners they are wholly under the jurisdiction of the Commission. This should produce no clashing, and as a rule does not. While maintaining its own rights and authority under the law and rules, the Commission is always careful not to trespass upon the rights and authority of others and will never countenance any assumption of authority on the part of its examiners which does not rightfully belong to them. (Letter book R, p. 78, March 9, 1891.)

(*b*) *Supplies for examiners to be furnished by the offices for which the examinations are held.*—The civil-service rules were framed with the understanding, and they seem clearly to imply, that in practice the carrying on of the examinations and the supply of stationery and of the means of safely keeping the records shall come from the offices for which the examinations are to be held. (See General Rule III, clause 14, and General Rule V.) Rooms are not only to be heated and lighted, but are to be "furnished" for the purposes of such examinations; and in all proper ways the examinations and the execution of the rules are to be facilitated. The work incident thereto is to be regarded as a part of the public business to be performed at such office. The rooms could not be said to be "furnished" or the examinations to be "facilitated" if the boards should be left without the stationery, etc., indispensable. This duty is not dependent on the rules, but is imposed by the civil-service law. (See section 2, clause first, and section 3, near the end.) As such supplies have heretofore been furnished by the offices themselves, the Commission has assumed that this view of the matter has had the concurrence of the Post-Office Department. (Letter book Q, p. 111, November 25, 1890.)

(*c*) A letter carrier who is a member of the local board of examiners shall receive full pay for each day he is engaged with other members of the board in conducting a civil-service examination, and orders defining his duties as letter carrier shall not affect him while so employed. The eight-hour law must be strictly complied with, and under no circumstances shall such letter carrier consume more than eight hours per day as member of such board. (Order of First Assistant Postmaster-General, of February 8, 1895.)

10. EXCEPTED PLACES.

(*a*) *Transfers from excepted to nonexcepted places.*—Where a person has been appointed to an excepted place by promotion through the lower grades of the classified service, he may be transferred to a nonexcepted place without examination, the requirement of an examination applying only to those appointed to excepted places from outside the classified service of the office in which they exist. (Book M, p. 20, December 14, 1889.)

(*b*) A person in an excepted place may, in addition to the duties of that place, if they do not occupy his whole time, perform such other duties as may be required of him. Such duties must be in addition to and not in lieu of the duties of the excepted place. (Minutes, May 23, 1888, clause 4, vol. 7, pp. 405, 406.)

(*c*) The transfer of a position from the excepted list to the nonexcepted list has the same effect upon that position as the classification of an unclassified place has upon such position, so far as to give the same rights in the matter of reinstatement to a person separated from an excepted place before it is made nonexcepted, as is given to a person separated from an unclassified place before its classification. (Minutes of January 22, 1895, clause 4.)

(*d*) A person who is appointed to an excepted place by promotion through the lower grades of the classified service, or who occupied an excepted place at the time the office was classified or the place became an excepted one, may be transferred from such excepted place to a nonexcepted place. (Minutes of November 22, 1894, clause 5.)

11. OATH TO APPLICATIONS BEFORE A JUSTICE OF THE PEACE.

Board of examiners must use its best judgment, accepting papers where there is no apparent fraud or want of authority on the part of the officer before whom affidavit is taken. (Minutes, July 26, 1888, clause 7, vol. 8, p. 225.)

12. PARTISAN ACTIVITY.

(*a*) The Commission has no authority to take any action relative to the political conduct of an officeholder unless it is charged that he has violated the civil-service act of January 16, 1883, section 2, part 2, sub. 6, in the use of "his official authority or influence to coerce the political action of any person or body," or the civil-service rules, General Rule I, by the use of "his official authority or influence for the purpose of interfering with an election or controlling the results thereof," or in influencing a dismissal for a refusal to be coerced in political action, to contribute money for political purposes, or for a refusal to render political service. The conduct of an officeholder not falling within these prohibitions is a matter wholly for the consideration of the appointing power, in which this Commission can not interfere. The utility of these provisions of the law and rules quoted rests in some degree as precepts, as only gross forms of their violation can be easily proved. See also President Cleveland's warning against the use of official positions to control political movements, at pages 541 and 542, Fourth Report. This warning is embodied in the Postal Regulations. (Letter book U, pp. 324, May 23, 1892; 336, May 24, 1892; and Letter book Q, p. 68, November 18, 1890.)

(*b*) *Practice in the railway mail service.*—The Department does not attempt or desire to control the political opinions of anyone connected with the service, but it has for years insisted that the clerks shall not take an active interest in politics in the way of attending conventions as delegates, making political speeches, or assisting in the management of political campaigns. It holds, and has held, that the interests of the service can be best subserved by requiring the clerks to attend strictly to their official duties and to maintain amicable relations with those with whom they come in contact, both in their official and in their personal character. It freely accords them the right to vote according to the dictates of their own conscience, and to express their political opinions in courteous and gentlemanly language, but more than this is detrimental to the best interests of the service and in violation of the order of the President issued July 14, 1886, which was published in the Postal Laws and Regulations of 1887. (Letter of General Superintendent Railway Mail Service, May 14, 1894.)

13. POLITICAL ACTION.

(*a*) The Commission has no objection to a letter carrier being a candidate for another office while a letter carrier, provided the candidacy for such office does not involve him in partisan activity nor interfere with the full discharge of his official duties. (Minutes, January 23, 1894, clause 8.)

(*b*) Upon inquiry whether an employee in the mail service may act as delegate or on the committees for any party or parties in the city, county, or State elections, or act in any capacity as judge, clerk, or challenger, or in fact in any position in connection with an election, the Commission decided that it was not its province to direct in matters of this sort, but that it has always discouraged Government employees from taking any active part in party or political matters. (Minutes, January 23, 1894, clause 8.)

14. POLITICAL OPINIONS.

It is the duty of every officer concerned in making appointments to refuse to receive or entertain any letters disclosing an applicant's politics, or any letters written on behalf of an applicant on political grounds, and to explain to the writers that he does not and will not receive their communications if based upon such grounds, and that he will not keep them on file. (Minutes, January 24, 1893, clause 8.)

15. PREFERENCE, SECTION 1754, REVISED STATUTES.

On March 3, 1865, Congress passed a joint resolution in two sections, which subsequently became sections 1754 and 1755, Revised Statutes, and which are as follows:

SEC. 1754. Persons honorably discharged from the military or naval service by reason of disability resulting from wounds or sickness incurred in the line of duty shall be preferred for appointments to civil offices, provided they are found to possess the business capacity necessary for the proper discharge of the duties of such offices.

SEC. 1755. In grateful recognition of the services, sacrifices, and suffering of persons honorably discharged from the military and naval service of the country by reason of wounds, disease, or the expiration of terms of enlistment, it is respectfully recommended to bankers, manufacturers, mechanics, farmers, and persons engaged in industrial pursuits to give them the preference for appointments to remunerative situations and employments.

The intent of Congress in this legislation is perfectly evident, namely: First, to give preference in civil appointments to those who were honorably discharged from the Army and Navy by reason of disability resulting from wounds or sickness incurred in the line of duty, and who are found to possess the necessary business capacity; and, second, to recommend to the grateful recognition of persons engaged in industrial pursuits, etc., those honorably discharged from the Army or Navy, by reason of wounds, disease, or the expiration of the term of enlistment. Both these provisions are in the same act, and as to civil office, the distinction is clearly drawn between those who were discharged for disability and those who were not so discharged; the former being given a preference, and the latter not. In forming rules under the civil-service law, the Civil Service Commission, without any additional legislation, would have been bound to take notice of and give effect to this statute, now section 1754, Revised Statutes; but Congress, in order to secure such action without peradventure, inserted in section 7 of the civil-service law the following provision:

But nothing herein contained shall be construed to take from those honorably discharged from the military or naval service any preference conferred by the seventeen hundred and fifty-fourth section of the Revised Statutes.

How has the Commission treated those whom Congress, by this legislation, say shall be preferred? It has released them from all maximum age limitations; has fixed the minimum grade of eligibility at sixty-five, while for all others it is seventy, and has provided that they shall be certified to appointing officers before all others of higher grade. The civil-service rules limit the preference to those whom Congress designated. Had the Civil Service Commission and the President in formulating rules given preference to other classes it would have been an assumption of legislative functions clearly not delegated to them, and would have defeated the purpose of Congress to give preference in civil appointments to a certain limited class which is unmistakably described. It has long been evident to the Commission that section 1754 is very inequitable in its operation, and the attention of Congress and the public has repeatedly been drawn to the matter; but as long as that section

remains law the civil-service rules must give preference to those described in it, and not to any others in the same way or sense. Congress alone can enlarge or abridge the class to which preference shall be given.

A claim of preference once allowed is a judicial determination of the question and requires no further action. (Commission's letter to the secretary of the postal board, Chicago, Ill., of December 21, 1894, file 7036.)

16. PROBATIONARY PERIOD.

(*a*) The rules provide for a probationary service of six months, at the end of which period, if the conduct and capacity of the probationer are satisfactory to the appointing officer, absolute appointment must be made. During probation the character of the service rendered by the probationer and his fidelity and business capacity are to be carefully observed, as the question of permanent appointment depends upon them. The probation is a practical scrutiny continued through six months in the very work which the applicant is to do. After passing an examination it is to be presumed that the applicant is worthy of a six months' trial until the contrary is decisively proved. The appointing officer must evidently be the final judge of the qualifications of the persons whom he employs. An appointing officer can not extend the period of probation, but must at its close either absolutely appoint or else dismiss from the service, and the dismissal must be for the reason that the conduct and capacity of the probationer are not satisfactory. An appointment for a definite time succeeding the probationary period can not, therefore, be made, and any appointment at the expiration of the probationary period is held to be the absolute appointment required by the rules. If a further probationary appointment could be made the appointing officer might prolong indefinitely the probationary period, while the rules contemplate but one such period. (Letter to Boston postmaster, March 29, 1890, Letter book N, p. 320.)

(*b*) The probationer can not, at the end of his probation, be subjected to any examination by any officer under whom he has served. The object of the probation is not so much to show what the probationer knows as what he can do and with what zeal and fidelity he does it. His elementary examination was completed before his probationary appointment. The two questions to be considered by the proper officer, with due reference to the report and other information he may have, before deciding whether to recommend the probationer for a permanent appointment, are these: (1) Does he appear to be a man of good character and fidelity? (2) Has he shown, on probation, adequate practical qualification for doing the public work in a satisfactory manner?

In October, 1885, President Cleveland decided: (1) That the proper officer to make the report concerning the conduct of a probationer was not the surveyor, but the gauger under whom the probationer served; (2) that a report from the gauger should be made; and (3) that a new elementary examination was not warranted. (Fourth Report, p. 304, and San Francisco custom-house case, 1894.)

(*c*) *Required in noncompetitive as well as competitive appointments.*—The Commission understands that the language of section 2 of the civil-service act "that there shall be a period of probation before any absolute appointment or employment" applies as well to persons appointed upon noncompetitive examination as to those appointed upon competitive examination, the character of the examination having no effect upon this provision of the law, and that therefore all appointments made upon certification of this Commission should be made for a probationary period. See notes on the rules No. 9 (a), p. 80, Ninth Report of the Civil Service Commission. (Minutes, July 6, 1893, clause 39.)

17. REINSTATEMENT.

(*a*) The appointing officer must state directly, or in effect, that from the investigation he has made he is satisfied that the man was dismissed without delinquency or misconduct, as the rule requires. It is not the province of the Commission to consider evidence in such cases, and its certificate for reinstatement will be issued

or withheld according as the appointing officer shall conclude and state, upon the investigation already made, or upon such further investigation as may be made, that the dismissal was or was not without delinquency or misconduct. (Letter to the Secretary of the Treasury, April 3, 1890.)

In a case cited, the Commission in its letter of March 7, 1890, to the Secretary of the Treasury, said:

"Certificate will not be issued unless it shall appear that the Department in the first instance acted upon a mistaken view of the facts, or that new facts have been discovered which relieve the case of the character it then seemed to have."

These two cases fairly illustrate the uniform practice of the Commission, and sustain the action taken. (Letter book R, p. 137, March 18, 1891, and see Book U, p. 163, April 4, 1892.)

(*b*) *Persons separated from excepted places.*—A person occupying an excepted place at the time it became such, who has been separated therefrom without delinquency or misconduct, may be reinstated to any classified place in the same office without examination. (Book K, p. 296, August 30, 1889, and *ante* p. 104, 10*a*.)

(*c*) The bar interposed by rules governing reinstatement against the reinstatement of those dismissed for misconduct is not removed at the end of one year, the language of the proviso of the rule which applies to those who may be reinstated after the expiration of one year being "subject to the other conditions of the rule," and one of said conditions is that the discharge or separation shall have been "without delinquency or misconduct." General Rule VI and Departmental Rule X are not in conflict. They both bar the reappointment within one year of a person dismissed or separated from the service for misconduct, the one by denying him examination and the other by prohibiting the issuance of a certificate for reappointment upon the requisition of the head of the Department from which he was separated. Under General Rule VI the bar is removed at the end of one year, and the delinquent has thereafter the same right to compete for an appointment as other citizens who have not been in the civil service. Departmental Rule X perpetuates the bar against a privileged appointment by reinstatement, and construed together the rules mean that the delinquent shall not be restored to the service within one year after his separation therefrom by any process, and thereafter he shall have only the same rights as are possessed by those who have not been in the service. (Minutes, November 7, 1889, clause 2, vol. 14.)

(*d*) Reinstatement can not be made by revocation of order of dismissal. (Circular letter of January 23, 1888.)

(*e*) This Commission has uniformly held that a person can not be reinstated under Departmental Rule X upon a condonation of delinquency or misconduct that occasioned his separation from the service. The officer making the requisition for reinstatement, must state, in the terms of the rule, that the separation was "without delinquency or misconduct." Of course, this does not prevent the reinstatement of an employee dismissed upon charges if subsequent investigation shows the charges to have been unfounded, and the dismissal, therefore, to have been without delinquency or misconduct. (Minutes, March 31, 1888, clause 3, vol. 7, pp. 217, 218. Letter books N, p. 348, April 3, 1890, and P, p. 206, August 19, 1890.)

(*f*) A substitute employed in a post-office was dropped at the end of the probational period because he was considered slow and did not give promise of making a good clerk, having had but two weeks' test during probational period. The Commission held that this did not constitute delinquency or misconduct, and that certification for his reinstatement might issue, but that it must be for the purpose of making absolute appointment, because under the rules there can be but one period of probation. (Letter to Boston postal board, December 9, 1890.)

(*g*) *Status of civil employees in the Departments at Washington, organized into regiments during war of rebellion, for reinstatement under proviso of Departmental Rule X.* (See Tenth Report, p. 108.)

(*h*) *Persons separated from service before rules applied to it.*—Held that such persons are eligible for reinstatement, the "one year next preceding the date of the requisition" meaning "any year next preceding the date of the requisition." (Letter book U, p. 319, May 23, 1892.)

(*i*) *Vacancy must exist.*—The Commission has no authority to comply with a requisition for reinstatement except where there is an existing vacancy. Departmental Rule VII, clause 1 (*a*), prescribing the manner in which, upon the occurrence of a vacancy, the appointing officer shall make a request for a certification, limits the authority to "a certain place then vacant." (Letter book X, p. 123.)

(*j*) *Widow of soldier.*—A woman who remarries after the death of her husband is, after such remarriage, no longer his widow, and is therefore not eligible to reinstatement under the rule. (Letter to Secretary of the Treasury September 9, 1893.)

If the marriage to soldier occurred after her separation from the service, the widow is nevertheless entitled to reinstatement. (Letter to Secretary of the Treasury, December 14, 1892.)

(*k*) Hereafter in Departmental Rule X and similar rules throughout the classified service, the phrase "without delinquency or misconduct," will be construed by the Commission. It will accept the statement of the appointing officer as prima facie evidence in the case and will not go behind the statement unless in its judgment the facts shall seem to warrant it; but if for any reason it sees fit to make the investigation, it holds that the Commission itself has the right to decide whether the dismissal was for delinquency or misconduct of a kind sufficient to bar the person removed from reinstatement. (Minutes, April 9, 1895, clause 5.)

18. REMOVALS.

Entrance to the classified service is upon the merit of the applicant without regard to his political opinions or affiliations. An appointing officer who appoints or refuses to appoint an applicant because the applicant does or does not entertain certain political opinions violates the law, and an appointing officer who removes an employee because that employee refuses to render political service, to be coerced in political action, or to contribute money for political purposes also violates the law. Removals made for any other reason can not be investigated by the Commission. (Minutes, November 10, 1888, clause 1, vol. 9, pp. 33, 34.)

19. TEMPORARY APPOINTMENT.

(*a*) A person temporarily in the service may be continued on the register for certification to other Departments. (Letter book R, p. 213, April 10, 1891.)

(*b*) In the practice of the Commission no distinction has been drawn between permanent and temporary employees except where there has been a distinction in the method of entering the service; but when such entrance has been analogous to the entrance to permanent places the temporary employees have been regarded as having all the rights under the rules as though appointed to permanent places. (Letter book R, p. 164, March 26, 1891.)

(*c*) The ninety days referred to in section 4 of Postal Rule IV, does not specifically apply to either a calendar year or a fiscal year, but applies to any three hundred and sixty-five days beginning with the commencement of service under temporary appointment, the purpose of the rule being to limit the temporary appointment under such authority to ninety days in any period of three hundred and sixty-five days beginning with the date of employment. (Minutes of October 23, 1894, clause 14.)

20. VOUCHERS.

(*a*) *Vouchers of certain relatives of applicants not to be accepted.*—Vouchers will not be accepted from the father, mother, sister, brother, son, daughter, husband, or wife of the applicant, and not more than one voucher will be accepted from a relative of a more remote degree. (Minutes of August 23, 1894, clause 3.)

(*b*) *Voucher 3, or county officer's certificate.*—The certificate of any public officer having jurisdiction within a county, and using an official seal, will be accepted on applications as the certificate of "an officer of the county." (Minutes of February 26, 1895, clause 22.)

## II.—DEPARTMENTAL SERVICE.

### 1. APPOINTMENT.

*Dropping from one register when appointed from another.*—Any applicant who is on a clerk-copyist register and also on one or more special registers may be certified from any one, and if appointed from the clerk-copyist register shall remain eligible on the special registers; but if appointed from a special register shall be dropped from all other registers. (Minutes, January 18, 1887, clause 1, vol. 4, p. 54.)

### 2. APPORTIONMENT.

(*a*) Examinations can not be allowed under General Rule III, paragraph 2, section (*d*), or for transfer to the departmental service, to nominees residents of a State that has received its full share of appointments, unless the officer making the requisition for the transfer or the nomination for appointment shall state that the conditions of good administration in his Department demand the appointment of the particular person named, because of certain special qualifications possessed by him to meet the special requirements of the place, and that such requirements can not be met by the ordinary methods of promotion and appointment. (Letter book U, p. 91, March 7, 1892, and minutes, September 19, 1888, clause 6.)

(*b*) *Method of determining condition which will exclude a State from certification.*—No certification of an eligible from a State having a larger number of appointments than its share of 2,000 appointments on the present basis of apportionment shall be made unless there is a total failure of other eligibles, or there are preference claimants to be certified, or the conditions of good administration require the certification to be made therefrom. No certification shall be made under the last-named condition except by order of the Commission.

(*c*) *Preference claimants*—1754 R. S.—Certification of, to be without regard to the apportionment. (Minutes, September 17, 1886, clause 17.)

(*d*) *Assistant engineers, Treasury Department.*—Quota rule not insisted upon in their appointment. The Commission will therefore examine any person for these places who may be nominated by the Secretary of the Treasury, without regard to their legal residence. (Letter to Secretary of Treasury, November 21, 1892. C. E. Book.)

### 3. CERTIFICATION FROM SPECIAL REGISTERS.

To be without regard to salary. It is not the practice to reserve a name for a place of any particular grade, but eligibles are certified strictly in the order of vacancies for which special qualifications are needed without reference to salary. (Minutes, April 5, 1888, clause 2, vol. 7, pp. 232–233.)

### 4. CLASSIFICATION.

(*a*) Messenger, laborer, workman, or watchman under classification of June 29, 1888, not to be assigned to clerical duty without examination. This was to prevent an abuse which was common in the public service and to secure the assignment to the legitimate duties of their station of all persons appointed to the subordinate places. The examination required before such assignment to clerical duty is held to be the regular competitive examination for securing a place on the eligible registers of the Commission, and the Commission would certify from those registers to fill a vacancy in any one of the subordinate places upon the request of the head of a Department who desired to appoint a person to such place with a view to his being assigned to clerical duty. [It is not enough that a person has passed an examination and is entered on an eligible register; he must have been certified in his order on the same basis with all others and appointed.] The order was not intended and it is not to be construed to prevent the incidental performance of any duties which do not conflict with the legitimate duties of the position in which an employee is serving. (Circular letter to Departments, dated November 6, 1888.)

(*b*) Continuous service of a person brought within the classified service, in a place subject to examination, by the revision and extension of the classification, shall be counted as having been rendered in the classified service. (Minutes, July 23, 1888, clause 1, vol. 8, p. 209.)

5. DEPARTMENT TO REPORT APPOINTMENTS, ETC.

Departments are to report to the Commission all appointments to and separations from the classified service, however made, and all changes of status or grade within the classified service. (Minutes, April 10, 1888, clause 4, vol. 7, p. 253.)

6. EXAMINATIONS.

The clerk-copyist examination for the departmental service has for its object the testing of the qualifications of applicants for admission to that service; therefore this examination is not open to persons already in the classified departmental service, and no persons who are in such service can be examined for or be held eligible on any except the special registers. To examine persons for positions which they already hold would be unnecessary and contrary to public policy. (Minutes, April 23, 1888, clause 10, vol. 7, p. 296.)

7. PRINTERS' ASSISTANTS.

Examination was not intended to and does not test the educational qualifications needed in the clerk-copyist grade, but was intended to test only that measure of general intelligence requisite for the positions of printers' assistants or other positions of like character. Not proper for transfer to be made to clerical position. (Letter to the Secretary of the Treasury, June 8, 1889.)

8. PROBATION.

Entrance to classified service through noncompetitive examination to be upon probational appointment. (Book M, p. 23, December 16, 1889.)

9. PROMOTION.

The rule forbidding the promotion of messengers and watchmen to clerical places applies to all messengers, watchmen, and others of like grade, whether appointed prior to their classification on November 2, 1894, or subsequently. (Minutes, March 21, 1895, clause 2.)

10. REINSTATEMENT.

(*a*) Where a person has been separated from the Department as a clerk he is not eligible for reinstatement as an assistant draftsman, for the reason that the latter place is one requiring a higher examination than the former, and therefore in contravention of the rule. (Letter book R, p. 309, May 11, 1891.)

(*b*) *May be made only to Department in which the person last served.*—In the case of a transfer from one Department to another, although such transfer involves a resignation from the service of the Department from which the transfer is made, yet the service is continuous, there being no actual separation from the service, and the rule under which reinstatements are made provides for reinstatement to the Department from which the separation from the service took place. In this view of the case the Commission holds that the person is only eligible for reinstatement in the Department from which the final separation took place. (Letter of May 12, 1893, Book Z, p. 58.)

11. RESIDENCE.

(*a*) *Change of State.*—Where an applicant for the departmental service, subsequent to the filing and acceptance of his application, makes a bona fide change of residence from one State to another he loses his status as an applicant or eligible of the State from which he removes at the time of such removal, and does not acquire a right to be treated as an applicant or eligible of the State to which he removes until he has resided therein six months and has filed with this Commission an affidavit of change and all the certificates required in an original application. (Minutes, January 17, 1893, clause 1.)

(*b*) *What constitutes actual bona fide residence.*—See opinions of Attorneys-General at pp. 113, 115, 118, *post*, Nos. 19, 26, and 28.

12. SUBSTITUTES.

In view of the fifth section of the act of March 3, 1893, defining the hours of labor in the Departments, and showing under what circumstances leaves of absence may be granted, substitutes may no longer be employed. (First Comptroller, March 14, 1893, in letter of Secretary of the Treasury, March 16, 1893.)

13. TRANSFER.

(*a*) A person who is transferred from a classified customs district to a bureau of the Treasury Department in which business relating to the customs is transacted can not be transferred to a bureau in which business relating to the customs is not transacted. (Letter to Secretary of the Treasury, Letter book M, p. 237, January 13, 1890.)

(*b*) A person may not be transferred to a Department under the rules for transfer if not eligible under the age limitation for entrance examinations. (Minutes, April 3, 1889, clause 3, vol. 11.)

(*c*) On March 5, 1895, the 90 employees remaining in the Census Office were transferred to the office of the Secretary of the Interior, the Census Office having been abolished by law on March 4. The Commission having already held that the transfer, by operation of law, of 90 Census Office clerks to the office of the Secretary of the Interior had the effect of placing those 90 clerks in the classified service of the office of the Secretary of the Interior, it now holds that these clerks so transferred by operation of law are eligible for transfer, under Departmental Rule VIII, to other Departments. (Minutes, March 29, 1895, clause 1, and March 20, 1895, clause 2.)

## III.—CUSTOMS SERVICE.

1. APPOINTMENT—Customs Rule IV, clause 1.

"Lowest class or grade" means lowest class in a grade for which an entrance examination is provided. (Minutes, May 21, 1888, clause 2, vol. 7, p. 397.)

2. CLASSIFICATION. (See Classification of the customs service.)

(*a*) Temporary assistant weighers are classified places not excepted from examinations. No person can legally be temporarily appointed to any classified place without examination and certification. (Minutes of August 5, 1887, clause 12, vol. 6, p. 15.)

(*b*) Employees receiving $4 per diem, exclusive of Sundays, or $1,252 per annum, are in class 1. Case of assistant weighers at port of New York. (Letter book N, p. 17.)

3. DAY INSPECTORS.

Rule IV, which provides that entrance to the customs service must be at the lowest class or grade, except as otherwise provided, must be construed in connection with Rule II, prescribing examinations for admission to the service. The words "lowest class or grade" as used in Rule IV are held to mean the lowest class in the grade for which an entrance examination is provided, e. g., an entrance to the grade of clerk must be to the lowest class in that grade. As there is but one class in the grade of day inspector, entrance to that grade is necessarily to that class, the lowest class. The grade of night inspector is a grade by itself and not a lower class in the grade of day inspector. It follows that in making a certification to fill a vacancy of day inspector, certification should be made according to grade from the register of day inspectors. Promotions may be made from grade of night inspector to day inspector under Rule V, clause 1 (*e*). (Minutes, May 21, 1888, vol. 7, pp. 397, 399. And see "Promotion (*d*)" *post*.)

4. EXCEPTED PLACES.

Prior to the revision of the civil-service rules in March, 1888, all deputy collectors were excepted from examination, whether they had other designations in connection with that of deputy collector or not, the effect being at the border ports—such as Burlington, Port Huron, Detroit, etc.—to except from examination nearly the whole body of employees, most of such employees having the title of "clerk and deputy" or "inspector and deputy." The object of the rule in its present form is to take out of the excepted class all deputy collectors with other designations in connection with that of deputy, who have the title of deputy simply to enable them to administer oaths or perform some function which they might not perform

lawfully without such designation. Under the rule the cashier of the collector and the assistant cashier of the collector are excepted from examination, but the Commission thinks it would require a very liberal construction of the rule to treat deputy collector and cashier and deputy collector and assistant cashier at subports as excepted under the rule; and that there is no authority for treating as excepted persons having charge of Government funds for which a principal customs officer is responsible under his bond, unless such persons have the specific designation of cashier or assistant cashier of the collector. (Minutes, September 22, 1893, clause 12. See notes on General Rules, excepted places (*d*), p. 94.)

5. PROMOTION—Customs Rule V.

(*a*) The nominating officer is not the promoting officer contemplated by section 2, Rule V. The Secretary of the Treasury is. But the approval by the Secretary of the test applied by the nominating officer makes that test the test required by section 2, and justifies the promotion upon the nomination made. (Minutes, August 3, 1888, clause 1, vol. 8, pp. 260, 261.)

(*b*) The object and effect of Rule V, subdivision (*a*) of clause 1, is to require that promotion of clerks shall be made from grade to grade. A person may not, therefore, be promoted from class 1 to class 4. (Book L, p. 374, November 27, 1889.)

(*c*) Tests of fitness to be determined upon by the nominating officer need not be supervised by the board of examiners. The test provided for by Rule V is in the nature of an examination to test fitness for the particular place to be filled. (Minutes, June 4, 1888, clause 16, vol. 8, p. 24.)

(*d*) Promotion of assistant weigher to day inspector may be made under Customs Rule V, clause 2, in the discretion of the promoting officer, upon any test of fitness determined upon by him. The Commission thinks that the proper test would be the day inspector examination, as the examination for assistant weigher is much easier than that for day inspector. Under clause 1 promotion may not be made until after absolute appointment, at the expiration of the probational period of six months.

6. PROMOTION REGULATIONS. (Apply only to the customs district of New York.)

(*a*) Regulation IV (now X) does not authorize the transfer of an inspector to clerk of class 2 in any other customs office than that of the collector. Inspector is required to pass only a limited examination, but a clerk of class 2 must pass two examinations to attain that grade—the general examination for admission and an examination for promotion from class 1 to class 2. Inspectors are not in the surveyor's office in such a sense as to require the surveyor's consent to their transfer; but are considered as within the office of the collector. Compensation is not to be considered, but the character of the examinations provided for the two classes. (Letter to the Secretary of the Treasury, February 16, 1887, and Letter to New York customs board, August 19, 1890, Book P, p. 201.)

(*b*) Storekeepers now classed as clerks of class 2, with compensation of $1,400 per annum, may be transferred without examination to inspectors' positions, which are in the same class, compensation being $4 per diem, as the clerk examination, which storekeepers are required to take, is of a higher grade than that to which inspectors are subjected, and as the two positions are in the same class relatively as to compensation, subject to the provisions of section 2, Customs Rule VI, and the New York customs regulations. (Letter book I, p. 123.)

(*c*) Any change of grade, position, or designation for which examination and certification by the board of examiners are required is a promotion in the contemplation of the regulations; and no such change can properly or legally be made without such examination and certification. (Case of McGay, Letter to the Secretary of the Treasury April 3, 1890.)

(*d*) As the promotion regulations now in force at the New York custom-house took the place of others under which examinations for promotion were held, similar to those now required, the Commission holds that any person in that office who obtained

promotion to any grade through the prescribed examination, either under the present regulations or those which preceded them, and who has been reduced to a lower grade through no delinquency or misconduct, may be restored to the grade from which he was reduced or to any grade below that without further examination or certification. (Letter book Q, p. 116, New York Board of Examiners, November 29, 1890.)

(*e*) The collector at the port of New York wishes to transfer Mr. J. J. Couch, comptroller in the naval office, to the position of chief clerk of customs in the collector's office. It appears that the place which Mr. Couch now occupies is an excepted place under section 5 of Customs Rule II, and that he was appointed to this position by promotion from the lower grades of the service. This being the case, he is eligible, under a recent ruling of the Commission (see letter to naval officer, New York, of October 29, 1889), to transfer without examination to any place in the naval office not excepted from examination, and from any such place not below class 4 to transfer under regulation 4 of the promotion regulations in force in the customs district of New York, without examination, to the place in the collector's office to which his transfer is desired, that being a place in class 4 not excepted from examination. Therefore, as no examination would be required under any existing rules for the transfer of Mr. Couch, in the manner stated, from his present position to that to which his transfer is desired, the Commission is of the opinion, and so decides, that a certificate may issue for his direct transfer from his present place to that of chief clerk of customs in the collector's office. (Letter book N, p. 112, March 10, 1890.)

(*f*) Any person in the New York custom-house who has obtained promotion to any grade through the prescribed examinations since July 16, 1883, and who had been reduced to a lower grade, the reduction not being occasioned by his fault, delinquency, misconduct, or inefficiency, may be restored to the grade from which he was reduced, or to any other grade below that, upon proper requisition of the appointing or nominating officer and the certification of the secretary of the board of examiners that the grade from which he was reduced was attained through examination in accordance with the terms of this ruling. (Letter to New York customs board of December 4, 1890, in Carle case.)

(*g*) A promotion examination can not properly be held during probation, as there is no sufficient basis for an efficiency mark. (Minutes, November 18, 1891.)

(*h*) Under the proviso of clause 2, Promotion Regulation II, a clerk of class 1 who has been examined for promotion to class 4 may be certified for promotion to class 2 or class 3, and upon selection on any such certification is still eligible on said examination for further promotion to class 4. (Minutes of February 26, 1895, clause 19.)

7. REINSTATEMENT.

Avery B. Catlin was promoted November 1, 1889, from inspector of customs in the New York custom-house to the position of deputy surveyor, which latter position he resigned October 14, 1894. To be reinstated as inspector it is necessary that he be reinstated in the surveyor's office under Customs Rule VII, and thence transferred to the position of inspector under Regulation VIII of promotion regulations applying to the port of New York, on passing the requisite examination. (Minutes of November 26, 1894, clause 19.)

8. RESIDENCE.

Statute requires an inspector to reside in a place where duties are to be performed. Certification is made in strict accordance with the rules not in contravention of the statute. The statute does not require that the applicant shall reside at a certain place, but only that the inspector shall reside there. The practice of the Treasury Department conforms to the statute. (Minutes, December 13, 1889, clause 1.)

9. TRANSFERS—Rule VI, section 1, clause (*c*).

A person who is transferred from a classified customs district to a bureau of the Treasury Department in which business relating to the customs is transacted can not be transferred to a bureau in which business relating to the customs is not transacted. (Letter book M, p. 237, letter to Secretary of the Treasury.)

## IV.—POSTAL SERVICE.

1. AGE LIMITATION—Postal Rule II, clause 2.

The maximum limits for carrier, messenger, stamper, and junior clerk do not apply to those allowed preference under section 1754, Revised Statutes.

2. CLASSIFICATION—Act, sections 6 and 7, and Postal Rule I.

(*a*) The classification of those in the post-offices to which the act extends was made into four classes by the Postmaster-General on April 4, 1883. The highest class embraces those who receive an annual compensation of $1,800 or more, and the lowest, those who receive a compensation of $800 or less, but the latter is held by the Commission to include no person employed merely as a laborer or workman. Section 7 of the act declares that "no person employed merely as a laborer or workman (shall) be required to be classified hereunder." The classified service does not include any employees not classified in conformity with the act, whatever the duties or positions of such employees, and laborers and workmen are therefore not within the classified postal service. (See letter to the Chicago postmaster of March 12, 1888, Book H, p. 279.)

(*b*) Messenger not to be engaged in the handling of mails, but with duties strictly of messenger, is not within the class of places intended by the law to be filled by competitive examination. (Book L, p. 452, December 9, 1889.)

(*c*) Under the opinion of the Attorney-General of May 5 the free-delivery offices embraced in the President's order of January 5, 1893, become classified offices when the first examination is held. (Minutes, June 16, 1893, clause 1.)

(*d*) A small post-office adjoining Pittsburg is ordered by the Postmaster-General to be made a station of the Pittsburg office.

Query: May the postmaster of this small office be made a superintendent of the station?

The Commission holds that the extension of classification to the small post-office will have the effect to bring all employees of that office, of whatever character or designation, into the classified service of the large office, with all the rights of promotion and transfer which are acquired by employees of any branch of the service which is brought into the classified service by an extension of the classification. After the consolidation takes place, the postmaster of the small office ceases to be a postmaster, and may be given such other designation as the situation calls for. (Minutes of March 6, 1895, clause 10.)

3. ENTRANCE EXAMINATIONS—Postal Rule II, clause 2.

(*a*) Where a person is in the classified service and his advancement by promotion discretionary with the postmaster, subject only to the conditions and limitations of the civil-service rules, the Commission thinks it would be contrary to public policy and the principles of good administration to admit him to an entrance examination with a view to original appointment in a higher grade. (Letter to Leopold Hindenlang, February 13, 1890, Book M, p. 447.)

(*b*) Supplementary examinations in modern languages and in stenography and typewriting in the postal and the customs service are discontinued, and such examinations will be made special, varying slightly from similar departmental examinations. (Minutes of November 23, 1894, clause 3.)

4. EXAMINER.

(*a*) *Carrier entitled to compensation while serving as examiner.*—Whether the payment of a salary to a letter carrier when engaged in the duties of civil-service examiner can be fully paid to him during the time he serves as such examiner, and payment also made to his substitute during said period: Section 3 of the civil-service act

authorizes the Civil Service Commission "to designate and select a suitable number of persons, not less than three, in the official service of the United States, to serve as an examining board in one or more places in each State and Territory." Section 14 of General Rule III of the civil-service rules provides that: "An examiner shall be allowed time during office hours to perform his duties as examiner, which duties shall be considered part of his official duties." If this section is not inconsistent with the law referred to (and I think it is not), it has the force and effect of law itself. The law provides that the examiners "shall be in the official service of the United States, and, of course, entitled to the compensation of the positions they hold." It is within the spirit and, as a consequence, within the clear meaning of the letter of the law, that the examiner during the time he is engaged in conducting civil-service examinations is attending to his official duties, and it is quite clear that he should be paid the compensation attaching to his office during that time.

The act of August 2, 1892, to which reference is made, clothes the Postmaster-General with authority to appoint substitute-letter carriers "whose compensation shall be $1 per annum, and the pro rata compensation of the carrier on whose route they may be required to serve." It does not necessarily follow that in all cases the compensation of the substitute shall be deducted from the pay of the carrier; and, as the right of the carrier to be paid his compensation while serving as an examiner aforesaid is unquestionable, it follows that the substitute should be paid out of the general appropriation for the free-delivery service. (Opinion of Assistant Attorney-General for the Post-Office Department, dated July 23, 1892.)

(*b*) *Pay of substitute carriers employed as examiners.*—The Post-Office Department holds that the opinion of the Assistant Attorney-General for the Post-Office Department, rendered July 23, 1892, in relation to the pay of a letter carrier while serving on boards of examiners, and of their substitutes, covers the case of a member of the board of examiners for the post-office who is a substitute letter carrier. (Minutes, May 31, 1893, clause 11.)

(*c*) *Selection of examiners from different political parties.*—Whereas it has been impossible in choosing the examining boards in the newly classified post-offices to avoid in a majority of the cases having the boards composed exclusively, or nearly exclusively, of Republicans:

*Resolved*, That whenever the conditions of good administration warrant it, and without any reflection upon the character of the individuals upon the existing boards, but in the interest of having the various parties represented so far as may be on the board, the better to insure fairness,

*It is ordered*, That whenever in any office all the members of the board are of one political party, as rapidly as practicable one or two of the members of the boards shall be changed, so as to have two or more parties represented. (Minutes, May 29, 1893, clause 12.)

5. EXCEPTED PLACES.

If an excepted position in a classified post-office is, by formal action of the Postmaster-General and this Commission, placed within the nonexcepted class, the occupant of the position is also placed within that class, and thereafter has the same status as if he had been originally appointed to that force through regular examination and certification. He may be assigned to any position within that force, upon any test of fitness determined upon by the postmaster, provided that he has served his term of probation and that he is within the age limitations prescribed by Postal Rule II, section 2, for the position to which he is to be transferred. (Letter of August 26, 1892, to postmaster at Milwaukee, Wis. See notes on General Rules, Excepted places (*d*).)

6. FAILURES TO REPORT IN RESPONSE TO TENDERED APPOINTMENTS.

Where a reasonable length of time, consistent with the needs of the office, has expired, and the person selected for appointment has not reported for duty, his name may be dropped from the register and a new certification may be made upon the

request of the postmaster. What constitutes a reasonable length of time is of course a question to be decided by the postmaster within certain limits, say not less than five nor more than fifteen days. If a person thus dropped from the register for failure to appear shall make request to be again entered upon the register, the board may restore his name to the register, under Regulation VII, clause 4, for the additional certifications to which he may be entitled. (Letter to Los Angeles postal board, September 6, 1892, file 3760.)

7. PROMOTIONS AND TRANSFERS—Postal Rule V.

(*a*) Postmaster may make distribution of his force by promotion, transfer, or reduction, upon any test of fitness determined upon by him, which the Commission does not disapprove, in the absence of promotion regulations. This discretion of course would not permit the promotion of a person to a grade requiring a higher examination where he was only appointed to a lower grade for the purpose of promotion, as such promotion would obviously break down the distinction between the examinations. Where a person has been appointed in good faith to a lower grade, and in the performance of his duties has been faithful and efficient, showing all the necessary qualifications for the place to which his transfer or promotion is proposed, and those qualifications have been practically tested, and where such promotion would add to the efficiency of the service and promote the public interest more than would an appointment from the eligible registers of a person unfamiliar with the work of the office or with the particular duties of the place to be filled, the promotion would be strictly within the spirit and letter of the rule. Whether a transfer to a place of carrier is to enter the service within the meaning of the act of August 2, 1882 (22 Stat. L., 185), requiring entrance to the class having the minimum rate of pay, is not a question for decision by the Commission. Regard must be had to the age limitations prescribed by Postal Rule II, clause 2, but no promotion or transfer (except appointment of substitute to regular places) may be made from one grade to another until after absolute appointment. (Letter to postmaster at Boston, July 31, 1888, and Minutes, June 4, 1888, clause 5.)

(*b*) Watchmen, being within the classified service, may be promoted to clerk upon a test of fitness determined by the postmaster. (Minutes, April 10, 1888, clause 3, vol. 7, p. 250.)

(*c*) In view of the fact that there is now only one register for clerks and carriers, an appointee need not serve six months in the lower grade before transfer to a higher grade, all appointments to clerical positions being made from the same register. (Minutes, October 26, 1893.)

(*d*) A substitute carrier can not be transferred to clerk, nor can a substitute clerk be transferred to carrier (Minutes, August 18, 1893, clause 5); except that a senior substitute carrier may be permanently transferred to a vacant clerk position in the same office, when there is a deficiency of eligibles on the clerk register. (Minutes, January 24, 1895, clause 2.)

8. REINSTATEMENT.

(*a*) If a substitute carrier who was separated from the service *involuntarily*, and through no fault of his own, be reinstated, he shall be restored to all the rights which attached to his original position, and will be entitled to resume the relative position as substitute which he held at the time of his separation; but if a substitute or regular carrier who left the service *voluntarily* be reinstated, his relative position on reinstatement will be a matter in the discretion of the Department. (Letter from First Assistant Postmaster-General to postmaster New York City, November 23, 1893.)

(*b*) *To what class may be made.*—So far as the regulations of the Commission are concerned a clerk can be reinstated to the same class or the same place he gave up when separated from the service, over all other clerks below that class; but this question must be submitted to the Post-Office Department for practical settlement, the rules of that Department controlling the settlement of the question. (Minutes, October 4, 1893, clause 11.)

(*c*) Upon the requisition of a postmaster, certificate may issue for the reinstatement of a person who was separated from the service, either as a clerk or carrier, either to the grade of clerk or the grade of carrier, provided he would be eligible for original appointment under the minimum age limitations prescribed by the rules for the grade to which the reinstatement is to be made, it being held that this rule must be construed in connection with the rule in relation to age limitations. (Minutes January 23, 1894, clause 11.)

(*d*) *Separation from excepted places.*—Requisition having been made for the reinstatement of a person named, and it appearing that he had served in the military service of the United States in the late war of the rebellion and was honorably discharged therefrom; and further, that he had occupied a nonexcepted place in a postoffice from which he was promoted December 1, 1889, to an excepted place, from which place he became separated, without delinquency or misconduct, August 31, 1893, the question arises in his case whether upon the facts stated certificate may issue for his reinstatement without evidence of service in the Army. It is held that said certificate may issue, he having been appointed to an excepted place, from which he was separated within one year by promotion through the regular grades from a nonexcepted place. Had he been originally directly appointed to the excepted place, and become separated therefrom, no certificate could be issued unless he had served in such position more than one year, and then only upon examination. (Minutes, September 30, 1893, file 5817.)

(*e*) In view of the peculiar conditions governing the carrier service, the Commission takes the position that where the reinstatement of a carrier is asked for within the year to a specific position in which a vacancy is about to exist, because either the resignation of the incumbent has already been handed in or because the postmaster has asked for the dismissal, such reinstatement can be allowed only to the specific position in which the vacancy has actually been provided for as above indicated, and only then upon a full presentation of the case by the Post-Office Department and the approval of the Commission. (Minutes, October 13, 1893.)

9. SUBSTITUTES—Postal Rule IV, clause 2.

(*a*) Probationary appointment begins with appointment to substitute place, and promotion may be made to regular place in that order before expiration of probationary period. (Letter to St. Paul postal board, November 23, 1889, Book L, p. 360.)

(*b*) In all future cases it will be insisted upon that promotions from substitute to regular positions shall be made in the order of the date of probational appointment, a course which must be pursued in order to preserve the spirit of the civil-service law and rules. The method which you followed in the case cited, promoting according to seniority in substitute service in each separate division, if adopted, would result in the promotion of substitutes serving in divisions where changes are frequent, while those serving in divisions where changes occur less frequently would remain upon the substitute list long after their more fortunate associates, probationally appointed after they were, had secured places on your regular force. (Letter to Louisville postmaster, dated November 23, 1892, file No. 4080. See also minutes, May 18, 1888, clause 3; July 7, 1888, clause 1; August 14, 1888, clause 2.)

(*c*) For the purpose of determining with certainty the order of appointment as substitute, and therefore the order of priority for appointment to the regular force, the date given in the nomination to the Postmaster-General of a person for appointment to the grade of substitute carrier is to be taken as the date of such appointment. The date of commencement of service and of pay of a person appointed to the substitute force of any other grade is to be taken as the date of such appointment. (Circular letter No. 2, of January, 1891.)

(*d*) When more persons than one are nominated on the same day for appointment as substitute letter carriers, their seniority as such substitute letter carriers shall be determined by their standing or rating on the eligible register, and not by the order of their selection. (See Post-Office Department's circular letter to postmasters, dated October 10, 1894.)

(*e*) *Effect of cessation of temporary employment.*—Certain persons employed temporarily on account of the increase in the business of an office during the summer months have been separated from their temporary employment; the question arises as to whether they are relegated by this separation from temporary regular employment to their former positions on the substitute force of the office, or whether they become entirely separated from the service. The Commission holds that they are relegated to their former positions on the substitute force of the office, and do not become separated from the service unless so separated by some action of the Post-Office Department intended to have that effect. (Minutes, October 5, 1893, clause 5.)

(*f*) A substitute letter carrier may perform any duty, with or without compensation, in the post-office at which he is employed, when he is not actually engaged in the performance of substitute letter-carrier work. (Minutes of January 2, 1894, clause 5.)

(*g*) The Commission in its discretion may authorize a senior substitute to waive his right of promotion to a vacancy in the position of clerk or carrier in favor of the substitute standing next highest on the list and retain his position at the head of the substitute list; but this will not be permitted until the Commission shall have ascertained through direct correspondence that such is the wish of the parties concerned. (Minutes of March 2, 1895, clause 20.)

10. TRANSFERS.

(*a*) Transfers under Postal Rule VI, clause (*b*), may not be made to office of Sixth Auditor, Treasury. (Minutes, November 3, 1889, clause 1.)

(*b*) Departmental age limitation applies in transfers to the Post-Office Department. (Minutes, April 3, 1889, clause 3.)

(*c*) *Transfers from an excepted to a nonexcepted place* in an office, with a view to further transfer immediately to another office or Department. Where this purpose is stated in the papers in the form of a requisition for such transfer, a single examination may suffice for both transfers, the examination to test fitness for the place to which the second transfer is made, provided that such transfer requires an examination of equal or higher grade than the transfer from the excepted to the nonexcepted place; but if, on the other hand, transfer to the nonexcepted place requires a higher examination than the subsequent transfer, then that examination shall serve as the basis for the double transfer. (Minutes, July 28, 1893.)

(*d*) No substitute carrier can be transferred to clerk, nor can a substitute clerk be transferred to carrier. (Minutes, August 18, 1893, file 5625.)

(*e*) An eligible on the clerk register who asks that his name may be transferred to the carrier register, since the clerk and carrier examinations are the same, will be informed that his request can not be complied with, the Commission holding that although the examinations for clerk and carrier are the same, the registers are not interchangeable, and can not be so made, for the reason that age limits for the two grades, clerk and carrier, differ under the rules, and because it would open the way for eligibles on one register to seek advantage by transfer to another register, and, for the same reason, retransfer back again. This ruling in this case will have general application to all classified post-offices. (Minutes, November 20, 1893, file 4448.)

(*f*) Transfers from classified post-offices to the classified railway mail service can not be made without examination, notwithstanding entry into the postal service through examination, but transfers may be made from the classified railway mail service to the classified postal service without examination, if the person to be transferred entered the railway mail service through examination. (Minutes of November 7, 1894.)

11. WATCHMEN.

Watchmen employed merely as such in the post-office, in the corridors in the building, and as elevator conductors, who are not engaged in handling the mails, nor otherwise engaged as employees in the post-office, are regarded and treated at classified post-offices as unclassified employees. (Minutes of November 23, 1893, clause 13.)

12. TEMPORARY APPOINTMENT.

An appointment without examination and certification can not be made under the provisions of paragraph 4, Postal Rule IV, whenever there is an eligible on a register of the post-office where it is proposed to make the appointment, against whom objections have not been made under General Rule IV, and sustained by the Commission. (Letter to the Postmaster-General, December 5, 1894.)

## V.—RAILWAY MAIL SERVICE.

1. AGE LIMITATION.

The age limit is waived only in the case of those described in section 1754, Revised Statutes, viz, those discharged for disability resulting from wounds or sickness incurred in the line of duty. The conditions of this service are such that a maximum age limit is necessary, if its efficiency is to be maintained. That limit was fixed at 35 in the civil-service rules (1) because that was the limit fixed by the regulations of the Post-Office Department before the service was classified, and (2) because the great strain upon the physical constitution and powers of endurance of those engaged in this service, and the greater ease and facility with which young men learn the schemes of distribution, and consequently their greater efficiency in the service, made it necessary to fix it at some point anterior to the time when the average man reaches the maximum of physical and mental ability and aptitude. The question was seriously debated at the time, whether, in the interest of a good service, the limit should not be fixed at 30 rather than at 35.

Notwithstanding the above considerations, the maximum age limit is waived in the case of those who are entitled to preference in civil appointments under section 1754, Revised Statutes, not because they are more competent than other honorably discharged soldiers (for in most instances they are undoubtedly less so), but because there is no discretion to do otherwise, since the seventh section of the civil-service law provides that, "Nothing herein contained shall be construed to take from those honorably discharged from the military or naval service any preference conferred by the seventeen hundred and fifty-fourth section of the Revised Statutes;" and such preference has been understood to extend to age limits. In excepting from the age limit only those entitled to preference under section 1754 there is no discrimination against other classes, but a discrimination in favor of this particular class, because the laws discriminate in favor of it. Very few of this class, notwithstanding the law's favors, offer themselves for examination, being deterred, no doubt, by a knowledge of their physical incapacity for the hardships of the service or to meet the requirements of the physical examination which must be undergone in connection with the filing of the application. (Letter book U, p. 126, March 22, 1892.)

2. APPLICATION TO BE ACCEPTED WITHOUT REGARD TO LENGTH OF TIME APPLICANT HAS RESIDED IN THE STATE FROM WHICH MADE.

There is no law, rule, or regulation which requires that an applicant for the railway mail service shall have had a residence in the State from which he makes application for any definite length of time. The law which applies to applicants for the departmental service does not apply to applicants for the railway mail service, and where an applicant complies with the requirements of the application blank and furnishes the certificates of vouchers who are residents of the State from which he applies, who have known him for six months or more, and so certify, his application should be accepted without regard to the length of time he has been a resident of the State, it being held that he is eligible to file an application as soon as he establishes a residence, and such residence shall be held for that purpose to be established when the change from his former residence to the new one is actually made. (Minutes, March 8, 1892, clause 2.)

3. PHYSICAL QUALIFICATIONS.

(*a*) Persons physically disqualified can not be appointed in the railway mail service. Under the rules the question of physical fitness for the service rests with the appointing officer. The general superintendent of the railway mail service has decided

that, as it is very dangerous for deaf mutes to be employed on a railroad, and for other reasons, his office does not feel justified in selecting deaf mutes. (Letter book U, p. 85, March 4, 1892.)

(*b*) Applicant who has lost sight of one eye can not be appointed. (Minutes, April 23, 1894, clause 8.)

4. TRANSFERS.

See notes on Postal Rules, Transfers (*e*).

## VI.—INDIAN SERVICE.

1. INDUSTRIAL TEACHERS AND ASSISTANT MATRONS NOT TREATED AS WITHIN THE CLASSIFIED SERVICE.

They receive but a small compensation, and it is desired, as far as practicable, to employ in these places Indians who have been trained in the schools and on reservations. Persons who may be appointed to them will not be assigned to duty as teachers or as matrons, as such assignment would be contrary to the provisions of the order of classification, which provides that no person shall be admitted to any place not excepted from examination by the civil-service rules in any of the designated classes until he or she shall have passed an appropriate examination under the Civil Service Commission, and his or her eligibility has been certified to by said Commission, or the appropriate board of examiners. The assignment to the duties of a classified place would undoubtedly, within the meaning of this order, be an admission to that place. (Letter book U, p. 238, April 30, 1892.)

2. PHYSICIANS.

*Minimum age limitation for.*—The Indians as a rule look upon persons of age and experience as alone qualified to render medical service, and very often refuse to accept attendance or medicines from those who are young in years, believing that they are not sufficiently experienced to be relied upon. The change of the rule (reducing the minimum age limitation from 25 to 21 years) might therefore work a hardship to the persons appointed, in that after having gone to the expense incident to removal to the far West, it might be found that the Indians refuse to accept their services, and as, in the case of physicians, the most important thing is to secure the confidence of the Indians, failure to do so would of course render necessary the severance of the connection of the appointee with the service. (Letter of the Commissioner of Indian Affairs, September 15, 1893.)

3. REINSTATEMENT.

*Teacher and matron.*—While the position of teacher may be no higher than that of matron, from some points of view, yet under the rules of the Commission a much higher grade of examination, requiring a much broader and more thorough educational training to pass it, is prescribed for it, and from this point of view it is a higher position, and this view ought to govern the action of the Commission. The qualifications required in the two positions are so unlike that the positions can not be assimilated. In view of these two considerations the Commission would not be justified is issuing a certificate for reinstatement to the position of teacher of a person formerly in the grade of matron. (Minutes, October 14, 1892, clause 1.)

# SYLLABI OF OPINIONS OF ATTORNEYS-GENERAL ON QUESTIONS ARISING UNDER THE CIVIL-SERVICE ACT AND RULES.

[Most of the opinions here digested are printed in full in previous reports.]

*1. Preference, section 1754, Revised Statutes.*—The joint resolution of March 3, 1865 (sec. 1754, Rev. Stat.), considered in connection with the act of March 3, 1871, chapter 114, is construed to mean that honorably discharged soldiers and sailors are not exempt from liability to examination for admission into the civil service, but that they are entitled to a preference for appointment as against other persons of equal qualifications for the place. (Opinion of August 13, 1881, Vol. XVII, p. 194.)

*2. Employment of chief examiner.*—Doubt suggested whether the provision in section 3 of the act "to regulate and improve the civil service," etc. (22 Stat. L., 403), for the employment of a "chief examiner," does not come in conflict with the constitutional rule on the subject of appointments.

The word "employ" is sometimes used in our legislation in a sense equivalent to "appoint." (Opinion of January 22, 1883, Vol. XVII, p. 504.)

*3. Family—Eligibility for examination.*—Whether there are already two or more members of a family in the public service, etc., as provided in section 9 of the civil-service act of January 16, 1883, chapter 27, is not a question to be considered by the Civil Service Commission, but by the appointing power. (Opinion of June 12, 1883, Vol. XVII, p. 554.)

*4. Classification.*—Departmental clerks whose salaries are $900 or $1,000 per annum, although not belonging to any of the classes in section 163, Revised Statutes, come within the scope of the act of January 16, 1883, chapter 27, and may be classified thereunder, for the purpose of examination, into one or more classes, as may be deemed expedient.

Under section 1753, Revised Statutes, the President may prescribe regulations for admission into the civil service, and thereby restrict original entry therein to one or more of the classes that may exist, or permit such entry to all of them, as in his judgment will best promote the efficiency of the service.

If the $900 or $1,000 clerkships are constituted a distinct class, a promotion from such class to another class without examination, excepting where, in conformity to the act, the person to be promoted is specially exempted, would be forbidden by the act of January 16, 1883. To be eligible for appointment to any class (whether by promotion or otherwise) the applicant must have passed an examination to test his fitness for the place. (Opinion of November 9, 1883, Vol. XVII, p. 621.)

*5. Family—Eligibility for appointment.*—Where a father and daughter held each an office in the classified service in one of the Departments, and another daughter, having passed the required examination, was proposed for appointment in another Department: *Held*, That by force of section 9 of the act of January 16, 1883, chapter 27, the last-mentioned daughter, so long as the above state of facts exists, is ineligible for appointment to any office or place in the classified service. (Opinion of December 9, 1884, Vol. XVIII, p. 83.)

*6. Special examiners of the Pension Bureau.*—Special examiners of the Pension Bureau authorized to be appointed by the act of July 7, 1884, chapter 331, and by the act of March 3, 1885, chapter 343, come within the purview of the civil-service act of January 16, 1883, chapter 27; and in appointing such officers the latter act and rules thereunder should be observed.

The office of special examiner is newly created by the said act of 1885, as it was by the said act of 1884, the term under each act being for one year only. (Opinion of May 7, 1885, Vol. XVIII, p. 172.)

*7. Exceptions from examination in the Pension Bureau.*[1]—The officers in the Pension Bureau described as medical referee, assistant medical referee, medical examiners, and law clerk, being "exclusively professional," do not fall within the operation of the civil-service law; they are excepted therefrom by Rule XIX.

Those described as principal examiners for review board are not excepted, and in appointing them the civil-service law and regulations should be observed. (Opinion of May 28, 1885, Vol. XVIII, p. 187.)

*8. Section 164, Revised Statutes, repealed.*—The act of January 16, 1883, chapter 27, to regulate and improve the civil service of the United States, repeals by implication section 164, Revised Statutes. (Opinion of August 1, 1885, Vol. XVIII, p. 245.)

*9. Chief examiner.*—The office of chief examiner in the Civil Service Commission, created by the act of January 16, 1883, chapter 27, is to be filled by appointment by the President, with the advice and consent of the Senate. (Opinion of May 26, 1886, Vol. XVIII, p. 409.)

*10. Preference under section 1754, Revised Statutes.*—By section 1754, Revised Statutes, it is made the duty of those making appointments to civil offices to give a preference, other things being equal, to the class of persons named in that section; but the matter of capacity and personal fitness for the place is for the determination of the appointing power. (Opinion of May 24, 1889, Vol. XIX, p. 318.)

*11. Railway Mail Service—Appointment.*—T. was appointed a railway postal clerk by the Postmaster-General on April 29, 1889, without having undergone a civil-service examination (none being then required for such appointment), but he did not take the oath of office and enter upon its duties until May 18, 1889. In the meantime, namely, on May 1, 1889, civil-service rules for the railway mail service went into effect, requiring an examination thereunder as a preliminary to making an appointment like the above: *Held*, That T. was legally appointed on April 29; that his appointment was complete on that date, although he did not qualify by taking the oath of office until afterwards, and that no examination under the civil-service rules was required in his case. (Opinion of October 14, 1889, Vol. XIX, p. 410.)

*12. Reinstatement.*—F., a clerk in the War Department, resigned June 30, 1888, and on November 2, 1888, was reappointed to a clerkship in the same Department on a certificate for reinstatement given by the Civil Service Commission under Departmental Rule X, but failing to avail himself of this opportunity to re-enter the service, the last-mentioned appointment was canceled January 28, 1889. On August 13, 1889, the Secretary of War requested that F. be again certified by the Commission for reinstatement, but the Commission, on August 25, 1889, declined to issue a certificate, on the ground that he had been separated from the service more than a year, and was not eligible for reappointment under said rule: *Held*, That the decision of the Commission, namely, that a second certificate for reappointment could not issue to F. because he had been separated from the service for more than a year, was in accordance with Rule X. (Opinion of October 26, 1889, Vol. XIX, p. 416.)

*13. Quartermaster's volunteers.*—Where one served in the war of the rebellion in the military organization known as "Quartermaster's Volunteers," or "Quartermaster's Brigade," and was honorably discharged from the service: *Held*, That he is entitled to the benefit of the proviso in Departmental Rule X, of the civil service, as one who "served in the military service of the United States in the late war of the rebellion, and was honorably discharged therefrom," within the meaning of that rule. (Opinion of November 19, 1889, Vol. XIX, p. 434.)

*14. Employment of substitutes.*—In the matter of the proposed amendment of Departmental Rule VII and revocation of Departmental Rule II of the Regulations of the Civil Service Commission (with a view to provide for the employment of substitutes

[1] For present status of these places see p. 48.

for clerks, copyists, and other employees in the Departments who are temporarily absent on account of sickness or other unavoidable cause, and for the selection of such substitutes from persons regularly certified by the Civil Service Commission), considered in connection with section 4 of the act of August 5, 1882, chapter 389, and section 4 of the act of March 3, 1883, chapter 128, the Commission is *advised* that while the amendment proposed is not beyond the power of the Commission, with the approval of the President, to make, yet that such amendment would be inoperative whenever it should become necessary to make an additional expenditure for the employment of substitutes. (Opinion of March 6, 1890, Vol. XIX, p. 507.)

*15. Reinstatement—Contract surgeons.*—A person who served as a contract surgeon in the late war of the rebellion, with troops in the field and in hospitals, and by completing his contract was honorably discharged from the service, is within the proviso to Departmental Rule X of the Civil Service Rules and Regulations, and entitled to the benefits thereby conferred. (Opinion of April 8, 1890, Vol. XIX, p. 533.)

*16. Reinstatement—General service clerks.*—H. served in the war of the rebellion in a New York regiment, from May 12, 1861, to May 13, 1863, when he was honorably discharged. On the latter date he enlisted in the "general service" of the Army for clerical duty at headquarters, and was transferred to the Adjutant-General's Office, April 1, 1864, in which he served on clerical duty until May 13, 1868, when he was discharged through no delinquency or misconduct on his part. Application being now made by him for reinstatement under amended Departmental Rule X of the civil-service rules, the Secretary of War requests that he be certified by the Civil Service Commission for reinstatement as a clerk in the War Department under said rule: *Held*, That H., during the period of his enlistment in the "general service" for clerical duty, as above, was not in the classified departmental service, and that (he not having been separated from the latter service) his case does not come within the provisions of said Rule X, and therefore that he can not be certified thereunder. (Opinion of May 9, 1890, Vol. XIX, p. 552.)

*17. Railway mail service—Transfer clerks.*—Upon the facts submitted (which are set forth in the opinion): *Advised*, That the appointment of certain railway transfer clerks, who had not been examined and certified for appointment by the Civil Service Commission, was not within the amendment of clause 5 of Railway Mail Rule II, adopted August 19, 1889, which excepts from examination clerks in the railway mail service who are "employed exclusively as porters in handling mail matter in bulk, in sacks, or pouches, and not otherwise."

Section 1019 of the Postal Regulations (edition of 1887) can not prevail over, but must yield to, the subsequently adopted amendment of said clause 5, which should be strictly confined to the class of transfer clerks therein mentioned. (Opinion of July 8, 1890, Vol. XIX, p. 583.)

*18. Certificate of county officer in application for examination.*—The words "departmental service" and "the service," as used in the proviso in that part of the legislative, executive, and judicial appropriation act of July 11, 1890, chapter 667, which relates to the Civil Service Commission, mean the classified civil service as established by section 153, Revised Statutes, and section 6 of the act of January 16, 1883, chapter 27.

The words in the same proviso, viz, "Promotion or appointment in other branches of the Government," signify promotion or appointment in the classified service of some other Department than that to which the applicant may belong.

*Semble*, That an application for a transfer is not within the exception of the proviso.

Congress not having designated in the proviso any particular county officer or officers who may make the certificate required to accompany the application, this matter must be presumed to have been left as a subject for regulation by the Civil Service Commission. (Opinion of August 2, 1890, Vol. XIX, p. 624.)

*19. Actual bona fide residence.*—Meaning of the words "an actual bona fide resident," as used in the proviso of the paragraph of the act of Congress of July 11, 1890, making an appropriation for the expenses of the Civil Service Commission.

Just what constitutes an actual bona fide resident is not always easy to determine. That a man may have an actual bona fide residence in one place and be bodily absent therefrom for months and even years together is certainly true. Instance of a Government official. Such a person is liable to all the burdens of residence and citizenship at home.

A person who leaves his home in one of the States, with his family, and engages in business, public or private, in the District of Columbia, or elsewhere, denies his liability to the burdens of residence at his former State home, and is not an actual bona fide resident at that place. Claim to vote in the State from which he came would not make him a proper applicant for the examination provided for in this section. It was the purpose of the act to discriminate against persons of the latter class, persons who claim the benefit of State citizenship and disclaim or fail to discharge any of the obligations of such State residence and citizenship. (Opinion of April 1, 1891.)

*20. Revocation of order canceling selection for appointment.*—Whether appointing officer may revoke order revoking Mrs. B.'s selection for appointment, withdraw his notice to the Commission of this revocation, and appoint Mrs. B. without further certification. Mrs. B. failed to receive the notice of her selection for appointment, not through any fault or neglect on her part, but probably from an error of the Department in addressing the notice to Miss instead of Mrs. B., and the failure of the postmaster at the address on the notice to forward the letter to Mrs. B., at a new address which had been left with him.

There are weighty reasons why such a course would be inadmissible under the civil-service rules and regulations. It seems clear that after the revocation of the order of selection Mrs. B. stood in the same position as the other eligibles whose names were certified with hers; like them she had been certified but not appointed. (Opinion of April 8, 1891.)

*21. Review of decision by Commission upon question arising under the rules.*—Whether E. is eligible for reinstatement by reason of service in regiment of Indiana "minute-men" at the time of the insurgent foray known as Morgan's raid. The Commission decided that as the records of the War Department do not show that such an organization was in the service of the United States, he was not entitled to reinstatement.

If the Commission determined the question in accordance with law, no further proceedings in the premises are authorized.

No statute is found which authorizes the Secretary of the Interior or the Attorney-General, upon the suggestion of the Secretary, to reverse or to review this action of the Commission. The limitations of the statutes and the precedents established by learned predecessors preclude me from now reviewing the decision made by the Civil Service Commission. (Opinion of June 25, 1891.)

*22. Validity of appointment contrary to apportionment.*—H. was examined alleging an actual bona fide residence in one State, and subsequently and before appointment became a resident of another State without advising the Commission of his change of residence. Had he done so his name would have been transferred on the register to the new State. Had this been done his name would not have been certified when it was and he would not have been appointed, but a resident of the State from which he was examined would have been. As a consequence of his failure to give timely notice of his removal, the one State was charged with an appointment which it did not receive, and failed to receive an appointment it was entitled to; and the other received an appointment with which it was not charged and to which it was not then, nor has it been since, entitled under the law and rules.

While it is the undoubted duty of the executive branch to give effect to the requirement of Congress for an apportionment, it is a very different thing to say that an appointment made in disregard of this rule of apportionment, through a mere inadvertence, is to fail entirely and be treated as a nullity.

Congress did not intend that in such a case as this, where everything was done in

good faith, an inadvertent disregard of the rule of apportionment in making an appointment should annul that appointment. The statute is directory only in the above particular, consequently the appointment of H. was not invalid. (Opinion of December 10, 1891.)

*23. Classification of employees of the Weather Bureau.*—The employees of the Weather Bureau of the Department of Agriculture who are on duty outside and away from the city of Washington are not members of the classified civil service.* (Opinion of March 12, 1892.)

*24. Can a court require, on subpœna, the production of any application or examination papers or other records of the boards of civil-service examiners?*—1. The general power of appointment to office being in the President, qualified only by the right of Congress to vest the appointment of inferior officers in him, in the courts of law, or in the heads of departments, the Civil Service Commission is to be regarded as an advisory board subordinate to the President, reporting to him, and clothed with the functions of aiding the President or any head of department in the exercise of the appointing power.

2. The boards of civil-service examiners are selected by the Civil Service Commission, and, though subordinate to the Commission, may be properly regarded as officials of the respective departments in connection with which they act.

3. The application and examination papers or other records of the civil-service examiners, are therefore the official records or papers of the President or of the head of a department.

4. Being records and papers of the character described, their production can not be compelled by the courts whenever the general public interests must be deemed paramount to the interests of private suitors.

5. When such general public interest forbids the production of an official record or paper in the courts, and for the purposes of the administration of justice, is a question not for the judge presiding at the trial in aid of which the record or paper is sought, but for the President or head of department having the legal custody of such record or paper.

And such question may be determined either as and when arising in each particular case, and upon its own peculiar facts and merits, or in advance, by general rules applicable to all records and papers, or by special rules applicable to special classes of records or papers. (Opinion of March 31, 1893.)

*25. Classification of free-delivery post-offices—When it takes effect.*—In so far as Postal Rule I required the Postmaster-General to classify the employees at the free-delivery post-offices, and required the Civil Service Commission to provide examinations, it went into effect on the date of its promulgation, and required the work to be done in accordance with the revised civil-service rules; otherwise, the rules come into force at each free-delivery post-office as soon as its classification is completed by the Postmaster-General and the first examination provided by the Commission, whether or not such examination results in an eligible register. (Opinion of May 5, 1893.)

*26. Authority of the Commission to prescribe certain regulations respecting legal residence.*—If the construction given to the words in the Commission's order of March 7, 1893, viz, "actually living and residing in and having his or her place of abode," involves narrowing the statutory requirement of "actual bona fide residence," then it is a regulation which the Commission has no authority to make. Attorney-General Miller, in his opinion of April 1, 1891, construing the words "actual bona fide resident," contained in the act of July 11, 1890, held that these words did not necessarily require actual bodily presence. The order of the Commission does require actual bodily presence, except in the four classes of cases specified therein, and is therefore a narrowing of the statutory requirement of "actual bodily residence," and to this extent unauthorized. (Opinion of August 29, 1893.)

* These employees have since been classified.

## OPINIONS RENDERED SINCE TENTH REPORT WAS PRINTED.

*27. Political assessments—Solicitation by letter.*

DEPARTMENT OF JUSTICE,
*Washington, D. C., April 14, 1894.*

MR. JOHN R. PROCTER,
*President Civil Service Commission, Washington, D. C.*

SIR: I send you herewith a copy of a report dated the 7th instant, of an investigation which I have caused to be made by the United States attorney for northern Ohio into the matter of the alleged violation by F. W. Rickenbaugh and others of sections 11 and 12 of the act of January 16, 1883, to regulate and improve the civil service.

The conclusion of the attorney, from the facts ascertained by him and those presented by you, is that a prosecution of the accused persons can not be maintained.

As I understand him, he has ascertained that no money was "received" for a political purpose *in the post-office building* at Toledo, and no money was solicited in that building. Money was solicited by letters addressed to persons who were in that building, by a Mr. Moore, who is not named by the Commission, but could, of course, be prosecuted, if sending such letters constitutes the offense defined in section 12 of the act referred to. Possibly, also, Mr. Rickenbaugh's connection with the sending of those letters could be established and would suffice to incriminate him, again on the supposition that such sending was an offense within section 12.

That section follows one which makes it an offense for any officer or employee of the Government to "directly or indirectly solicit or receive, or be in any manner concerned in soliciting or receiving, any assessment, subscription, or contribution," etc., from any person receiving any salary or compensation from the Government. It reads as follows:

That no person shall, in any room or building occupied in the discharge of official duties by any officer or employee of the United States mentioned in this act, or in any navy-yard, fort, or arsenal, solicit in any manner whatever, or receive any contribution of money or other thing of value for any political purpose whatever.

These sections differ materially, and, coming one after another, as they do, are to be read in the light of their differences. In section 11 no place is mentioned; only officials are dealt with; only money subscriptions are mentioned. In section 12 any person is forbidden to solicit from any person whatever either money or anything of value. But to thus forbid every person from soliciting or receiving from any person any money or other valuable thing for any political purpose whatever, would be extraordinary law for the Federal Government to enact, and obnoxious to many objections. A limit of some kind was felt to be necessary, and was adopted, namely, "in any room or building occupied in the discharge of official duties by any officer or employee of the United States mentioned in this act, or in any navy-yard, fort, or arsenal."

A serious question might be raised as to the authority of the Federal Government to prevent one citizen from soliciting from another money for purposes of affecting a State election, where the transaction chanced to occur in a building in one of the States temporarily occupied by some agent of the Government; and it may therefore be that the section as restricted is still broader in terms than it can be in effect. But that the intention of Congress was to exercise jurisdiction only over a particular *locus*, namely, the space within its own buildings, apartments, navy-yards, etc., is, I think, obvious.

It has been suggested, however, that sending a letter to a person addressed to one of these rooms or buildings is soliciting in that room or building. Had Congress intended to include this act, it would, I think, have particularly defined the offense and given proper means for its detection and punishment. The language it uses is not apt, if that act of sending a letter was meant. Persons do not solicit by letter

*in a room or building;* other offenses committed by means of letters sent are always treated by the law as committed when the depositing or sending is done (Rev. Stat., 3887, 3893, 3894, 5480, etc.), but here, without the reception of the letter, certainly there would be no occurrence *in* the room or building, and the miscarriage of the letter would relieve the sender of all guilt; no means are provided, as was afterwards done in the case of the "lottery law," for ascertaining the contents or preserving the privacy of letters. But not only is the language not apt to express the supposed purpose; nothing in it conveys the slightest suggestion that the sending of a letter to any person who happened to be in the building or room, or to have his mail addressed to it, was intended to be included.

Yet Congress must have felt, as fully as the Commission or I can, that money could be solicited and received by mail and that the general object in view was not wholly accomplished so long as the mail service could be thus used. This seems to be one of those instances where the personal liberty of the citizen and the inviolability of his private letters have been deemed of higher importance than the complete success of an enactment.

I have thought it proper to say this much by way of explanation of the determination I have reached not to direct, upon such lights as I now have, the prosecution of the persons accused.

Mr. Rickenbaugh, who is a lawyer, seems to have discovered a loophole which exists in the law, to call attention to which, by abortive prosecution, would seem to be a proceeding of very doubtful wisdom.

Respectfully,

RICHARD OLNEY,
*Attorney-General.*

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CLEVELAND, OHIO, *April 7, 1894.*

The ATTORNEY-GENERAL.

SIR: Some time since I received a communication from you (C. W. R. 4905–1891) inclosing a communication from the president of the Civil Service Commission. The president of such Commission recommends the criminal prosecution of William Corlett, assistant postmaster at Toledo; J. G. Rike, superintendent of carriers, and F. W. Rickenbaugh, member of the Lucas County Republican central committee, for violation of sections 11 and 12 of the act of January 16, 1883, to regulate and improve the civil service. You directed me to fully investigate the matter and report the result to you. I respectfully report that I have made a careful examination of all the facts connected with the case. I make no report upon Mr. Corlett's participation in the matter for the reason that Mr. Procter, of the Civil Service Commission, writes to you December 16, 1893, as follows: "Upon inquiry made since the Commission's letters were written, it seems proper that no notice should be taken of Mr. Corlett's participation in the matter." Mr. F. W. Rickenbaugh, I am convinced from the thorough examination that I have made, never solicited money in the post-office building, and no money was ever paid him in such building. The letters which were sent by Mr. Rickenbaugh in his own handwriting did not ask money for political purposes, or in fact no money at all, simply inviting the parties to come to his office. There was another letter to which Mr. Rickenbaugh's name was signed, but was not written or dictated by Mr. Rickenbaugh, nor addressed by him, nor deposited in the mail by him, nor did he see it after it was written and addressed. The letter thus sent shows it to be in the handwriting of one Mr. E. Moore, who was at the time in the office of Mr. Rickenbaugh, and that he, knowing that the party to whom it was addressed was employed in the post-office, added that part to the address of his own volition.

It further appears in the examination that I have made that certain letter heads used by Mr. Rickenbaugh, in which his name appears, were printed without the knowledge or authority of the committee, or with the consent of Mr. Rike. The secretary of the Lucas County Republican committee, it seems, acused a letter head to be printed for the committee, and it seems that that was the only one authorized by such committee. Mr. Southard, an attorney of Toledo, and chairman of the

executive committee, states that neither he nor the committee authorized the printing of the letter heads by Mr. Rickenbaugh. Mr. Rickenbaugh, it seems, had been selected to solicit subscriptions from the Federal officeholders, and as it was deemed proper that there should be a division of such money or such moneys between the local committee and the State committee, Mr. Rickenbaugh, an attorney and a man of the strictest integrity, was selected as the person to make [receive] the contributions and make a proper division of the funds which might be collected. Mr. Rickenbaugh himself says that Mr. J. C. Rike had no knowledge of these letter heads being printed, or what was written in the letters, unless he learned the same after they were written. Mr. Rickenbaugh was appointed to make these collections by the chairman of the Lucas County executive committee, and the representative from the State executive committee. I also learn that the Republican committee never authorized the collection of any money from the employees of the Toledo post-office, or directed any member of the committee to solicit contributions. In a communication of Mr. Procter, the president of the Civil Service Commission, he calls attention to the fact that the name of J. C. Rike, superintendent of carriers at the Toledo post-office, appears upon the assessment circulars. Mr. Rike says that he did not know that letters were being sent to officeholders by Mr. Rickenbaugh on letter heads upon which his name appeared as a member of the committee.

It will be observed from the exhibit attached to the communication of the president of the Commission that Rickenbaugh's communication read as follows: "Please call at my office, No. 8 Drummond Block, ——— of this week, between the hours of —— and ——, upon important business, and oblige, yours truly." The letter to Sherwood Myers, directed simply to the post-office, wherein a contribution was requested of him, such letter being signed by Mr. Rickenbaugh, was not written nor authorized to be written by him. I can not agree with the Commission that the mere sending of a letter to a Government employee in a Government building, even had such letter been sent with the knowledge of the person whose name was signed to it, that such act would constitute an offense under section 12 of the civil-service act of January 16, 1883. I have been unable to obtain the testimony of Mr. E. Moore, who sent the letter to the post-office soliciting a 2 per cent assessment, from the fact that he is not and has not been in Toledo since your communication was received. The testimony all shows that Mr. Rike was not responsible for his name upon the assessment circulars calling for money from Government employees, which was sent to the employees at the post-office. In conclusion, permit me to say that, in my judgment, there is no testimony, nor can any testimony be procured, which in any way tends to connect Mr. Rike or Mr. Rickenbaugh with any violation of the law, for certainly there can be no question as to the correctness of the holding of the Attorney-General that the mere sending of a letter of solicitation to Federal officers in a Government building does not come within the purview of section 12.[1] I have made this examination free from bias or favor, simply and solely with a view to obtain the facts of the case.

Respectfully submitted.

ALLAN T. BRINSMADE,
*United States Attorney.*

*28. Actual bona fide residence of Edward D. Morrill.*

DEPARTMENT OF JUSTICE,
*Washington, D. C., June 8, 1894.*

The PRESIDENT.

SIR: My opinion is asked with reference to the question whether or not Edward D. Morrill was a resident of Alabama at the time of his appointment under the civil-service rules in the Interior Department, to wit, on August 4, 1890. The question of residence under the provisions of the civil-service regulations and of the act of

[1] The opinion of the Attorney-General, however, is dated April 14, whereas this letter is dated April 7.

Congress of July 11, 1890, is, in the language of Attorney-General Miller, in an opinion of April 1, 1891, a mixed question of law and fact, but principally one of fact, which is involved by reason of the necessity of ascertaining as one of the facts the intent of the person himself. The evidence in this case upon which opinion is asked consists of, first, the affidavit of three men who are stated to have knowledge on the subject that Morrill has never resided in the State of Alabama or been a citizen of said State since the 9th day of November, 1886; and secondly, the statement of Morrill himself, that, having a home in Camden, Wilcox County, Ala., in 1886, he engaged in various kinds of other business in other States until December of that year, when he returned to Camden, put his property in a condition to leave, by repairing, painting, and renting it, and in March, 1887, sent part of his personal effects to Chattanooga, Tenn.; was engaged through the summer of 1887 in temporary employment in Dalton, Ga., and on its completion went to Chattanooga, where he engaged in business apparently permanent in its character. In December, 1887, he returned to Camden long enough to arrange with tenants and collect rents, occupying meanwhile certain reserved rooms in his house, returned to Chattanooga in February, 1888, and apparantly remained there until December following, voting at the general election in November, 1888, at Chattanooga. On December 1, 1888, he went to Camden to look after his property and returned to Chattanooga the 23d of the same month. On April 4, 1889, he gave up his rented house in Chattanooga, stored his furniture in that neighborhood, spent the summer traveling, and late in the fall went to Camden for a period not stated, but certainly not longer than four months, as he was in Washington in March, 1890, since which time he has actually lived in that city.

Upon this state of facts it seems to me that the fact of Morrill's residence at Chattanooga on and for a year prior to November, 1888, is established by his own act in voting at that place, and that there is nothing as to his subsequent movements sufficient to show an abandonment of that residence and the acquisition of a new one at Camden, Ala. I therefore am of opinion, upon the facts before me, that Edward D. Morrill, on August 4, 1890, was not an actual and bona fide resident either of the county of Wilcox or of the State of Alabama, nor had he been for any of the six months next preceding that date.

Very respectfully,

RICHARD OLNEY,
*Attorney-General.*

*29. Further opinion in matter of actual bona fide residence of Edward D. Morrill.*

4798–1891.]

DEPARTMENT OF JUSTICE,
*Washington, D. C., September 12, 1894.*

The PRESIDENT.

SIR: I have the honor to acknowledge receipt, by reference from you, of communication of July 20, 1894, from John R. Procter and Charles Lyman, requesting further consideration and opinion as to residence of Edward D. Morrill, to be based upon new and additional evidence accompanying such request.

I am not at liberty to comply with such request, as it would involve consideration and decision upon conflicting evidence. My former opinion was based upon Morrill's own declarations, as a statement of fact. He now seeks to change the conclusion reached by stating in his own affidavit, in some measure supported by others, a new fact, namely, a mental purpose.

Morrill, having established Chattanooga, Tenn., as his legal residence in November 1888, by voting there, now states (affidavit of July 16, 1894) that in November, 1889, he returned to Camden, Ala., "with the full intention of making that his future home, or rather of resuming his former domicile," while in his affidavit of July 31, 1894, purporting to state all facts relevant to his acts and intentions on question of residence, he declares that on November 21, 1889, he returned to Camden, Ala., and "stayed in my own home and made preparations to come to Washington."

This brings up for consideration the weight to be given to the affidavit of the

person to be benefited in proving a purpose to adopt a new residence when such affiant appears in the same record to have sworn differently on the same question, and to have sworn in his application in 1890 to continuous legal residence in Camden, Ala., since 1866, notwithstanding the fact, now admitted by him, that Chattanooga, Tenn., had been his legal residence for at least a year prior to November, 1888.

Weight of evidence and credibility of such witnesses are not questions to be considered by me on application for an opinion.

Very respectfully,

HOLMES CONRAD,
*Acting Attorney-General.*

# THE CIVIL SERVICE OF THE UNITED STATES.

[January 15, 1895.]

The whole number of persons regularly employed in the civil service of the United States is about 200,000, of whom approximately one-fourth are classified, subject to competitive examination, under the civil-service rules. This total does not include persons who are mere nominal employees, who do not take an oath of office, or who do not receive money compensation; neither does it include any persons in the military or naval service.

## THE UNCLASSIFIED SERVICE.

Of the persons employed outside the classified service about 22,000 are laborers, 5,000 are appointed by the President subject to confirmation by the Senate, 1,500 are in the legislative branch of the Government, and 2,666 in the judicial branch. The civil-service act excludes these classes from classification.

*Extent of the unclassified service.*

| Department. | Number. | |
|---|---|---|
| Members and employees of Congress | | 1,500 |
| Judicial department | | 2,666 |
| Executive office | | 23 |
| State Department: | | |
| Ministers, consuls, etc | 459 | |
| Consular agents (chiefly foreigners) | 3,000 | |
| | | 3,459 |
| Treasury Department: *a* | | |
| Deputy collectors, internal-revenue service | 913 | |
| Mints, subtreasuries, and assay offices | 1,189 | |
| Custom offices having less than 20 employees, and special officers | 2,200 | |
| Custodians and janitors of public buildings | 1,113 | |
| Revenue-Cutter Service | 1,073 | |
| Light-House Establishment | 3,502 | |
| Life-Saving Service | 1,953 | |
| Marine Hospital Service | 545 | |
| Steamboat-Inspection Service | 144 | |
| | | 12,632 |
| War Department: | | |
| Field force, clerks, messengers, timekeepers, storekeepers, operators, etc | 2,373 | |
| Field force laborers and workmen | 7,919 | |
| | | 10,292 |
| Navy Department: | | |
| Clerks, master mechanics, etc., at navy-yards *b* | 1,700 | |
| With duties of superintendents | 125 | |
| Laborers and mechanics | 5,738 | |
| | | 7,563 |
| Post-Office Department: *c* | | |
| First, second, and third class postmasters | 3,428 | |
| Fourth-class postmasters | 66,377 | |
| Employees other than postmasters at unclassified offices | 20,000 | |
| Mail-messenger service | 7,326 | |
| Special-delivery service | 1,656 | |
| | | 98,787 |
| Interior Department: | | |
| Land offices outside of Washington | 736 | |
| Unclassified Indian service (including 1,500 laborers) | 3,065 | |
| Miscellaneous officers outside of Washington | 108 | |
| Miscellaneous officers in Washington | 719 | |
| At pension agencies | 4,762 | |
| | | 9,390 |
| Department of Justice: | | |
| Agents, examiners, special attorneys, etc | | 17 |
| Department of Agriculture *d* | | 916 |
| Interstate Commerce Commission | | 108 |
| Government Printing Office | | 2,700 |
| National Museum and miscellaneous | | 250 |
| District of Columbia: | | |
| Schools (948), police (509), fire department (140), clerical and miscellaneous (403) | | 2,000 |
| Total | | 152,363 |

*a* In the Revenue-Cutter Service, the Light-House Establishment, Life-Saving Service, Marine Hospital Service and Steamboat-Inspection Service, examinations, partly competitive, are now conducted by special boards of the Treasury Department outside the civil-service rules.

*b* All master mechanics or foremen, quartermen-in-charge, and leadingmen in-charge at navy-yards are appointed after competitive examination before a board of naval officers. The examination is open to all comers who can give satisfactory evidence of experience in conducting the kind of work for which they seek employment. Quartermen and leadingmen are promoted from the force of mechanics and laborers in the yard upon the recommendation of the foremen, etc., in charge. All apprentices are appointed after examination. Draftsmen at navy-yards are appointed through the board of labor employment under the Navy Department.

*c* In addition to these there are about 20,000 mail routes, which are let to 3,983 contractors.

*d* There are more than 20,000 correspondents and crop reporters connected with the Department, and 96 laborers temporarily employed in packing seeds for distribution, in addition to the above.

### *Presidential appointees.*

[Approximate statement].

| Department. | At Washington. | Outside of Washington. | Department. | At Washington. | Outside of Washington. |
|---|---|---|---|---|---|
| State | 5 | a 59<br>b 288 | Interstate Commerce Commission | 5 | ..... |
| Treasury | 31 | 363 | District of Columbia | 3 | ..... |
| War | 2 | 5 | Department of Labor | 1 | ..... |
| Navy | 2 | ..... | Government Printing Office | 1 | ..... |
| Post-Office | 5 | c 3,402 | | | |
| Department of Justice | 11 | d 292 | Total | 97 | 4,839 |
| Interior Department | 22 | e 430 | | | 97 |
| Department of Agriculture | 3 | ..... | | | |
| Fish Commission | 1 | ..... | Grand total | ..... | 4,936 |
| Civil Service Commission | 5 | ..... | | | |

*a* Diplomatic.
*b* Consular, etc.
*c* Postmasters, July 1, 1894.
*d* 125 judges, 76 district attorneys, 76 marshals, and 15 justices of the peace.
*e* January 1, 1893.
NOTE.—Besides these there are notaries public for the District of Columbia not confirmed by the Senate. Justices of the peace for the District of Columbia are required to be confirmed.

### *The classified branches of the civil service.*

[February 21, 1895.]

| Branches. | Classified. | | | | Unclassified. | | | Number employed. | | |
|---|---|---|---|---|---|---|---|---|---|---|
| | Competitive. | Noncompetitive. | Excepted. | Total. | Presidential and others. | Laborers and workmen. | Total. | Male. | Female. | Total. |
| Departmental service: | | | | | | | | | | |
| State | 62 | ..... | 14 | 76 | 5 | 15 | 20 | 85 | 11 | 96 |
| Treasury | 3,096 | 22 | *a* 677 | 3,795 | 31 | 443 | 4 | 2,496 | 1,773 | 4,269 |
| War | 1,324 | 10 | 34 | 1,368 | 2 | 136 | 138 | 1,358 | 148 | 1,506 |
| Navy | 201 | ..... | 52 | 253 | 2 | 33 | 35 | 255 | 33 | 288 |
| Post-Office | 618 | 6 | 70 | 694 | 5 | 110 | 116 | 632 | 177 | 809 |
| Interior | 2,984 | 69 | 206 | 3,259 | 22 | 285 | 307 | 2,695 | 871 | 3,566 |
| Justice | 62 | 1 | 17 | 80 | 11 | 6 | 17 | 82 | 15 | 97 |
| Agriculture | 721 | 17 | 71 | 809 | 3 | 99 | 102 | 759 | 152 | 911 |
| Labor | 43 | 20 | 23 | 86 | 1 | 4 | 5 | 82 | 9 | 91 |
| Fish Commission | 107 | 9 | 13 | 129 | 1 | 40 | 41 | 158 | 12 | 170 |
| Civil Service Commission | 55 | ..... | ..... | 55 | 5 | 2 | 7 | 58 | 4 | 62 |
| | 9,273 | 154 | 1,177 | 10,604 | 88 | 1,173 | 1,261 | 8,660 | 3,205 | 11,865 |
| Customs service | 3,604 | 11 | 141 | 3,756 | 87 | 241 | 328 | 4,039 | 45 | 4,084 |
| Postal service | *b* 21,836 | ..... | 668 | 22,504 | 609 | *cd* 600 | 1,209 | ..... | ..... | 23,713 |
| Railway mail service | *e* 7,357 | ..... | *f* 93 | 7,450 | ..... | 10 | 10 | 7,640 | ..... | 7,460 |
| Indian service | 697 | (*g*) | 2 | 699 | ..... | ..... | ..... | 283 | 416 | 699 |
| Internal-revenue service | *h* 2,939 | ..... | ..... | 2,939 | *i* 976 | ..... | 976 | 3,843 | 72 | 3,915 |
| Total | 45,706 | 165 | 2,081 | 47,952 | 1,769 | 2,024 | 3,784 | ..... | ..... | 51,736 |

*a* Of these, 323 are plate printers in the Bureau of Engraving and Printing.
*b* Of these, at the 609 classified post-offices, 11,736 are letter carriers and 10,100 clerks.
*c* Estimated.
*d* In addition to these an average of 1,656 special-delivery messengers were employed during the year ended June 30, 1894.
*e* This on January 1, 1895.
*f* Of these, 32 are porters, 18 clerks employed jointly with a steamboat or railroad company, 11 clerks handling mail in bulk at depots, 30 printers, 1 general superintendent, and 1 assistant general superintendent.
*g* Indians may be appointed assistant teachers upon noncompetitive examination. Provision is also made for the appointment of kindergartners by noncompetitive examination.
*h* Of these, 185 are clerks, 608 storekeepers, 1,437 storekeepers and gaugers, and 709 gaugers.
*i* Of these, 63 are collectors appointed by the President, 913 are deputy collectors not appointed by the President. The deputy collectors are not classified, and for convenience are counted with the collectors as being above the classified service. This does not include deputy collectors for the income tax.

| | |
|---|---|
| Number of officers and employees in unclassified service | 152,303 |
| Number of officers and employees in classified branches, including persons above and below the limits of classification | 51,736 |
| Total | 204,039 |

The whole number appointed in the departmental service to January 1, 1895, under competitive examination was 5,025, and under noncompetitive examination 395. Of the 5,420 thus appointed, 3,765, or 70 per cent, remain in the service. Of the 11,513 officers and employees in the departmental service, one-third were appointed by examination under the civil-service rules.

The following is an extract from a report of the Joint Commission of Congress to Inquire into the Status of Laws Organizing the Executive Departments, made in 1894.

CENSUS OF THE DEPARTMENTS.

The Executive Departments and other establishments at the national capital are divided into 136 offices or bureaus and 498 divisions. There are 17,599 persons employed therein—11,667 males and 5,637 females. Of the number employed in the eight Executive Departments, the Department of Labor, Civil Service Commission and Fish Commission, which are under the civil-service law, 8,027* are in the class subject to competitive civil-service examination preliminary to appointment, and 3,265 of that number entered the service after such examination; the residue, 4,264, were employed in the Departments at the time they were classified and placed under the civil-service law by Executive order. The ages of those employed, stated in multiples of 5 years, range from 20 years to 90 years, and the length of service of all employees ranges from 1 year to 60 years each; and of the whole number employed, 5,610 have from one to nine relatives each in the Government service at Washington.

DEFINITION OF THE CLASSIFIED SERVICE.

The purpose of the civil-service act, as declared in its title, is "to regulate and improve the civil service of the United States." It provides for the appointment of three Commissioners, a chief examiner, a secretary, and other employees, and makes it the duty of the Commission to aid the President as he may request in preparing suitable rules for carrying the act into effect; to make regulations for and control the examinations provided for, and supervise and control the records of the same, and to make investigations and report upon all matters touching the enforcement and effect of the rules and regulations.

The service classified under the act, to which it and the rules apply, and for which examinations are required, is divided into six distinct branches: (1) The departmental service at Washington; (2) the customs service; (3) the postal service; (4) the railway mail service; (5) the Indian service; and (6) the internal-revenue service.

Certain of the places within the classified service are excepted from examination by the civil-service rules and may be filled, in the discretion of the appointing officers, without examination. A few other places may be filled by noncompetitive examination, the appointing officer nominating the person to be examined, the Commission determining the character of and conducting the examination, but the great mass of the places are filled by competitive examination.

## 1.—THE CLASSIFIED DEPARTMENTAL SERVICE.

The classified departmental service includes the eight Executive Departments, the Civil Service Commission, the Department of Labor, and the Fish Commission, and embraces all the officers, clerks, and other employees in these Departments and Commissions, except those appointed by the President, by and with the advice and consent of the Senate, and those employed merely as workmen or laborers. The places within this service are at Washington, except that the classification of the War Department embraces the offices of the several depot quartermasters; that of the Post-Office Department, post-office inspectors, clerks to post-office inspectors, sea-postal clerks, and the agents and employees at postal note, postage stamp, postal card, and envelope agencies; that of the Interior Department, pension examiners; that of the Department of Agriculture, the observers in the weather service, and the inspectors and assistant inspectors of the Bureau of Animal Industry employed elsewhere than at Washington, within the United States; that of the Navy Department, the assistants at branch hydrographic offices; that of the Fish

* This number has since been increased by extension of classification. See p. 122, ante.

Commission, fish-culturists and other employees at stations; and that of the Department of Labor, special agents.

CLASSIFICATIONS: The existing classification of each of the Departments was made on June 29, 1888, and is as follows:

By direction of the President of the United States, and in accordance with the third clause of section 6 of the act entitled "An act to regulate and improve the civil service of the United States," approved January 16, 1883,

*It is ordered*, That the officers, clerks, and other employees of this Department be, and they are hereby arranged, in the following classes, viz:

Class A, all persons receiving an annual salary of less than $720, or a compensation at the rate of less than $720 per annum.

Class B, all persons receiving an annual salary of $720 or more, or a compensation at the rate of $720 or more, but less than $840 per annum.

Class C, all persons receiving an annual salary of $840 or more, or a compensation at the rate of $840 or more, but less than $900 per annum.

Class D, all persons receiving an annual salary of $900 or more, or a compensation at the rate of $900 or more, but less than $1,000 per annum.

Class E, all persons receiving an annual salary of $1,000 or more, or a compensation at the rate of $1,000 or more, but less than $1,200 per annum.

Class 1, all persons receiving an annual salary of $1,200 or more, or a compensation at the rate of $1,200 or more, but less than $1,400 per annum.

Class 2, all persons receiving an annual salary of $1,400 or more, or a compensation at the rate of $1,400 or more, but less than $1,600 per annum.

Class 3, all persons receiving an annual salary of $1,600 or more, or a compensation at the rate of $1,600 or more, but less than $1,800 per annum.

Class 4, all persons receiving an annual salary of $1,800 or more, or a compensation at the rate of $1,800 or more, but less than $2,000 per annum.

Class 5, all persons receiving an annual salary of $2,000 or more, or a compensation at the rate of $2,000 or more per annum.

*It is provided*, That no person who may be appointed to an office by and with the advice and consent of the Senate, and that no person who may be employed merely as a laborer or workman (not including any person designated as a skilled laborer or workman) shall be considered as within this classification, and no person so employed shall, without examination under the civil-service rules, be assigned to clerical duty.

*It is also ordered*, That no person shall be admitted into any place not excepted from examination by the civil-service rules, in any of the classes above designated, until he shall have passed an appropriate examination prepared by the United States Civil Service Commission and his eligibility has been certified to this Department by said Commission.

In the classification of the War Department, in the second paragraph, after the word "Department," are added the words, "including those employed in the offices of the several depot quartermasters," and in the post-office classification, in the same place, are added the words, "including post-office inspectors and the agents and employees at postal-note, postage-stamp, postal-card, and envelope agencies."

In the Department of Agriculture, the order of classification was amended by the Secretary of Agriculture on January 4, 1893, by direction of the President, by inserting after the word "Department," in the second clause, the words "including those of the Weather Bureau, employed elsewhere than at Washington;" and on May 28, 1894, by inserting after the word "Washington," in the second clause, the words "and the inspectors and assistant inspectors of the Bureau of Animal Industry employed elsewhere than at Washington, within the United States." See p. 147, *post*.

On July 25, 1894, the classification of the Interior Department was amended to embrace the chief clerk and the assistant chief clerk at the Indian warehouse in New York City.

By order of the President, of November 2, 1894, it was directed that the heads of the several Executive Departments should amend their several classifications so as to include among the employees classified thereunder messengers, assistant messengers, and watchmen. See p. 148, *post*.

The deficiency appropriation bill, approved March 2, 1895, transferred to the office of the Secretary of the Interior the ninety clerks remaining in the office of the Eleventh Census on that date. In a letter dated March 19, 1895, the Commission notified the Secretary of the Interior that it regarded this action of Congress as classifying the employes thus transferred. On March 29, 1895, the Secretary assented to this view. See p. 150, *post*.

## EXCEPTED PLACES.

IN ALL THE DEPARTMENTS: Bookbinders and elevator conductors.

[Places excepted from examination under Departmental Rule II, clause 3, are printed in brevier and those under special Departmental Rule No. I in nonpareil.]

### STATE DEPARTMENT.

The chief clerk of the Department.

The chiefs of the five following Bureaus: The Diplomatic; Consular; Indexes and Archives; Statistics, Rolls, and Library; Translation.

One private secretary to the Secretary of State.

One confidential clerk to each of the Assistant Secretaries of State and to the solicitor, and to the chief of the Bureau of Indexes and Archives, who is appointed by the President and confirmed by the Senate.

Lithographer.

### TREASURY DEPARTMENT.

Secretary's office: One clerk to Secretary, three private secretaries to Assistant Secretaries, one chief clerk, eight chiefs of division, two disbursing clerks, one assistant superintendent, one clerk in the office of the disbursing clerk.

Supervising Architect's office: Seven chiefs of division, chief executive officer, chief constructor.

Secret Service office: One chief; one chief clerk; one clerk, class 4; one clerk, class 2; one clerk, class 1; one clerk, class $1,000; one attendant: operatives; assistant operatives.

Auditor for the Treasury Department: Four chiefs of division, one confidential clerk.[1]

Auditor for the War Department: Six chiefs of division, one disbursing clerk, one confidential clerk.[1]

Auditor for the Interior Department: Three chiefs of division, one confidential clerk.[1]

Auditor for the Navy Department: Three chiefs of division, one confidential clerk.[1]

Auditor for the State and other Departments: Three chiefs of division, one confidential clerk.[1]

Auditor for the Post-Office Department: One chief clerk, one disbursing clerk, seven chiefs of division, one confidential clerk.

Office of Comptroller of the Treasury: One chief clerk, one chief law clerk, four law clerks, two confidential clerks.

Comptroller of the Currency: One deputy comptroller, three chiefs of division, one confidential clerk, one teller, one superintendent national currency division, one chief clerk.

Internal Revenue: One deputy commissioner, eight chiefs of division, one confidential clerk.

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[1] Under the legislative appropriation act of 1895, the law clerks provided for in the offices of the Comptroller of the Treasury and of the several Auditors of the Treasury "shall be skilled in the law and shall be appointed in the same manner as chiefs of divisions are now appointed by the Secretary of the Treasury."

Treasurer: One cashier, one assistant cashier, one chief clerk, one vault clerk, five chiefs of division, two tellers, two assistant tellers, one coin clerk, one superintendent of national bank redemption agency, one teller (national bank redemption agency), one assistant teller (national bank redemption agency), one clerk to Treasurer.

Bureau Engraving and Printing: One chief clerk and disbursing agent, nine chiefs of division.

Coast and Geodetic Survey: One chief of division of library and archives, assistant in charge of office and topography.

Register's office: Two chiefs of division, one confidential clerk.

Bureau of Statistics: One chief of Bureau, one chief clerk.

Light-House Board: One chief clerk.

Life-Saving service: One assistant superintendent, one confidential clerk.

Mint Bureau: One confidential clerk.

Steamboat-Inspection service: One chief clerk.

Coast and Geodetic Survey: One chief of division of library and archives.

In the office of the Secretary: Government actuary, inspector of furniture, clerk in the office of the disbursing clerk, foreman of laborers, skilled laborers, foreman of cabinet shop, and cabinetmakers.

In the office of the Auditor for the War Department: One skilled laborer.

In the office of the Comptroller of the Currency: Bond clerk.

In the office of the Supervising Architect: Supervising Architect, assistant and chief clerk, confidential clerk to Supervising Architect, and photographer.

In the Bureau of the Mint: Assayer, examiner, computer of bullion, and adjuster of accounts.

In the Bureau of Navigation: Clerk of class four, acting as deputy commissioner.

In the office of construction of standard weights and measures: Adjuster and mechanician.

In the Bureau of Engraving and Printing: Chief of the Bureau, assistant chief of the Bureau, engravers, plate-printers, plate-cleaners, transferrers, hardeners, provers, pressmen, machinists, plumbers, carpenters, and blacksmiths, modeler and custodian of proving presses, custodian of dies, rolls, and plates, two subcustodians, keeper of the vault, distributer of stock.

In the Coast and Geodetic Survey: Superintendent, confidential clerk to Superintendent, clerk to act as confidential clerk and cashier to the disbursing officer, the normal or field force, general office assistant, confidential clerk to assistant in charge of office and topography, engravers and contract engravers, electrotypist, photographer, electrotypist's helper, apprentice to electrotypist and photographer, copperplate printers, plate-printers, helpers, and mechanicians.

In the office of the Commissioner of Internal Revenue: Superintendent of stamp vault.

In the Life-Saving service: Topographer and hydrographer.

In the Bureau of Statistics: Draftsman in mechanical designs and in diagramming commercial facts, one confidential clerk to the Chief of the Bureau.

WAR DEPARTMENT.

Office of the Secretary of War: One chief clerk, one disbursing clerk, three chiefs of division, one private secretary to the Secretary of War and one to the Assistant Secretary.

Office of the Adjutant-General: One chief clerk.

Office of the Judge-Advocate-General: One chief clerk, and one private secretary.

Office of the Quartermaster-General: One chief clerk, and one private secretary.

Office of the Commissary-General of Subsistence: One chief clerk.

Office of the Surgeon-General: One chief clerk.

Office of the Paymaster-General: One chief clerk.

Office of the Chief of Engineers: One chief clerk; one clerk, class 3, who acts as disbursing clerk.

Office of the Chief of Ordnance: One chief clerk.

Office of the Chief Signal Officer: One clerk, class 4, designated as chief clerk and confidential clerk.

Office of the Inspector-General: One confidential clerk.

NAVY DEPARTMENT.

Chief clerk of the Navy Department.

Private secretary or confidential clerk to the Secretary of the Navy.

Private secretary or confidential clerk to the Assistant Secretary of the Navy.

Disbursing clerk of the Navy Department.

Chief clerks of the Bureaus of Yards and Docks, Steam Engineering, Navigation, Ordnance, Provisions and Clothing, Equipment and Recruiting, Construction and Repairs, Medicine and Surgery.

Chief clerk in the office of the Judge-Advocate-General.

In the Hydrographic Office: Engravers, copperplate printers, and printers' apprentices.

DEPARTMENT OF THE INTERIOR.

Office of the Secretary: One private secretary to Secretary, one confidential clerk to First Assistant Secretary, one confidential clerk to Assistant Secretary, one chief clerk of the Department, six chiefs of division (including one disbursing clerk).

Pension Office: One confidential clerk to Commissioner, one chief clerk, twelve chiefs of division.

Patent Office: One confidential clerk to Commissioner, one chief clerk, three chiefs of division.

General Land Office: One confidential clerk to Commissioner, one chief clerk, eight chiefs of division.

Indian Affairs: One confidential clerk to Commissioner, one chief of division, three clerks of class 4 acting as chiefs of division, one financial clerk, chief clerk New York Indian warehouse.

Office of Commissioner of Railroads: One confidential clerk to Commissioner.

Office of Education; One confidential clerk to Commissioner, one chief clerk.

Geological Survey—Permanent force: One confidential clerk to Director, one chief disbursing officer, one chief clerk.

In the office of the Secretary: Superintendent of documents, clerk of class 3 as custodian, clerk to sign land patents, and telephone operator.

In the office of the Assistant Attorney-General: Assistant attorneys: one at $2,750 per annum, one at $2,500 per annum, two at $2,250 per annum, thirteen at $2,000 per annum.

In the Patent Office: Financial clerk, examiner of interferences, and two law clerks.

In the General Land Office: Two law clerks, two law examiners, clerk of class 4 acting as receiving clerk, and ten principal examiners of land claims and contests.

In the Bureau of Pensions: Assistant chief clerk, medical referee, assistant medical referee, and law clerk.

In the Bureau of Indian Affairs: Principal bookkeeper.

In the office of the Commissioner of Railroads: Railroad engineer.

In the Bureau of Education: Collector and compiler of statistics, statistician, specialist in foreign educational systems and specialist in education as a preventive of pauperism and crime.

In the Geological Survey: Geologist, assistant geologist, paleontologist, assistant paleontologist, chief photographer, photographer, chief chemist, chemist, assistant chemist, chief engraver, engraver, assistant engraver, lithographic engraver, map printer, lithographic printer, assistant lithographic printer, map reviser, statistical experts temporarily employed.

POST-OFFICE DEPARTMENT.

One private secretary to the Postmaster-General, one private secretary to each of the four Assistant Postmasters-General, one disbursing clerk, who is also superintendent of the post-office buildings, one chief inspector, twelve division inspectors, one chief clerk Post-Office Department, one chief clerk to each of the four Assistant Postmasters-General, one chief clerk money-order system, one chief clerk foreign mails, one chief clerk mail depredations division, one chief clerk dead-letter office, one superintendent of the money-order system, one superintendent of foreign mails, one topographer, one superintendent of the dead-letter office, one superintendent division of post-office supplies, one superintendent of free delivery, one superintendent of railway adjustments, one chief of salary and allowance division, one chief of appointment division, one chief of bond division, one chief of inspection division, one chief of mail-equipment division, one chief of division of postage stamps, one chief of finance division, one chief of registration division, one chief of correspondence division, one appointment clerk.

Assistant Attorney-General, confidential clerk to the Assistant Attorney-General, law clerk, agents and employees at postal-note, postage-stamp, postal-card, and envelope agencies, stenographer as confidential clerk to the chief post-office inspector, assistant superintendent of free delivery.

DEPARTMENT OF JUSTICE.

Two chief clerks (one in the office of the Solicitor of the Treasury), one disbursing clerk, two private secretaries (one in the office of the Solicitor of the Treasury).

Assistant attorneys.

Pardon clerk and two law clerks.

DEPARTMENT OF AGRICULTURE.

One private secretary to the Secretary, one private secretary to the Assistant Secretary, and one chief clerk of the Department.

In the office of the Secretary: Private secretary to the chief clerk, and wood engravers.

Scientific or professional experts employed for a period of not exceeding six months outside of Washington, D. C., in investigations specially authorized by Congress, but no such expert shall be reappointed as an expert unless the United States Civil Service Commission shall certify that such person has passed a suitable examination and is eligible for such appointment. This exception does not include any person to be employed in that Department in Washington, D. C., nor any person whose duties are not scientific or professional, or who is not expert in the particular line of scientific or professional inquiry in which such person is to be employed.

DEPARTMENT OF LABOR.

One confidential clerk, one chief clerk, one disbursing clerk.

Statistical experts and temporary experts.

COMMISSION OF FISH AND FISHERIES.

One confidential clerk, one disbursing agent, one chief clerk, the assistant in charge of the division of scientific inquiry respecting food-fishes, the division of fish culture, and the division of statistics and methods of the fisheries.

One scientific assistant, master, mates, ship's writers, and crews on vessels of the Commission, and pilots, or coxswains.

Scientific or professional experts to be temporarily employed in investigations authorized by Congress, but not to include any persons regularly employed in that Commission, nor any persons whose duties are not scientific or professional, and who are not experts in the particular line of scientific inquiry in which they are to be employed.

*Places authorized to be filled by noncompetitive examination under General Rule III, section 2, clause (c).*

1. IN ALL THE DEPARTMENTS: Engineers, assistant engineers, pressmen, and compositors, and captains and lieutenants of watch.

2. In the Department of the Treasury:

In the office of the Secretary: Storekeeper, and locksmith and electrician.

In the office of the Supervising Surgeon-General of Marine-Hospital Service: Hospital steward, employed as chemist.

3. In the Department of the Interior:

In the office of the Secretary: Stenographer (to be confidential clerk to Secretary), nine members of the boards of pension appeals, returns office clerk, and six clerks to act as assistant disbursing clerks.

In the Bureau of Pensions: Superintendent of buildings and two qualified surgeons.

In the Patent Office: Librarian, thirty-two principal examiners, and machinist.

In the office of the Commissioner of Railroads: One bookkeeper.

In the Bureau of Education: Clerk of class four as librarian.

In the Geological Survey: In permanent force, librarian and five assistant photographers.

In temporary force, two assistant photographers.

4. In the Post-Office Department: In the office of the Assistant Attorney-General: Stenographer (to be confidential clerk to the Assistant Attorney-General).
5. In the Navy Department: Assistants at branch hydrographic offices.
6. In the Department of Labor: Special agents.
7. In the Commission of Fish and Fisheries: Machinists.

## 2.—THE CLASSIFIED CUSTOMS SERVICE.

The classified customs service embraces those customs districts in each of which there are as many as twenty employees. At the beginning, in 1883, the customs classification embraced only the ports which had as many as fifty employees, then the following: New York City, N. Y.; Boston, Mass.; Philadelphia, Pa.; San Francisco, Cal.; Baltimore, Md.; New Orleans, La.; Chicago, Ill.; Burlington, Vt.; Portland, Me.; Detroit, Mich.; and Port Huron, Mich. On November 2, 1894, the classification was extended to embrace ports having as many as twenty employees, now the following: Brownsville, Tex.; Buffalo, N. Y.; Cape Vincent, N. Y.; Cincinnati, Ohio; Cleveland, Ohio; Corpus Christi, Tex.; Eagle Pass, Tex.; Eastport, Me.; El Paso, Tex.; Galveston, Tex.; Key West, Fla.; Los Angeles, Cal.; Marquette, Mich.; Newport News, Va.; Nogales, Ariz.; Ogdensburg, N. Y.; Oswego, N. Y.; Plattsburg, N. Y.; Portland, Oreg.; Port Townsend, Wash.; St. Louis, Mo.; St. Paul, Minn.; Suspension Bridge, N. Y.

All the officers, clerks, and employees in these several districts not appointed by the President by and with the advice and consent of the Senate, or not employed merely as workmen and laborers, are in the classified customs service and subject to the provisions of the civil-service law and rules.

The existing classification of the customs service is that made by the Secretary of the Treasury under date of May 16, 1895, and is as follows:

TREASURY DEPARTMENT,
OFFICE OF THE SECRETARY,
*Washington, May 16, 1895.*

By direction of the President of the United States, and in accordance with the provisions of section 6 of the act entitled "An act to regulate and improve the civil service of the United States," approved January 16, 1883,

*It is ordered,* That the officers, clerks, and other employees of the several classified customs districts be, and they are hereby, arranged in the following classes:

Class C, all persons receiving an annual salary of less than $840 or compensation at the rate of less than $840 per annum.

Class B, all persons receiving an annual salary of $840 or more, but less than $1,000, or compensation at the rate of $840 or more, but less than $1,000 per annum.

Class A, all persons receiving an annual salary of $1,000 or more, but less than $1,200, or compensation at the rate of $1,000 or more, but less than $1,200 per annum.

Class 1, all persons receiving an annual salary of $1,200 or more, but less than $1,400, or compensation at the rate of $1,200 or more, but less than $1,400 per annum.

Class 2, all persons receiving an annual salary of $1,400 or more, but less than $1,600, or compensation at the rate of $1,400 or more, but less than $1,600 per annum.

Class 3, all persons receiving an annual salary of $1,600 or more, but less than $1,800, or compensation at the rate of $1,600 or more, but less than $1,800 per annum.

Class 4, all persons receiving an annual salary of $1,800 or more, but less than $2,000, or compensation at the rate of $1,800 or more, but less than $2,000 per annum.

Class 5, all persons receiving an annual salary of $2,000 or more, but less than $2,500, or compensation at the rate of $2,000 or more, but less than $2,500 per annum.

Class 6, all persons receiving an annual salary of $2,500 or more, or compensation at the rate of $2,500 or more per annum.

*It is provided,* That no person who may be appointed to an office by and with the advice and consent of the Senate, and that no person who may be employed merely as a laborer or workman, shall be considered as within this classification, and no person so employed shall, without examination and certification under the civil-service rules, be assigned to the duties of a classified place.

*It is further provided,* That no person shall be admitted into any place in any of the classes above designated except in accordance with the civil-service rules applicable to the customs service.

*Places excepted from examination at the several ports within the classified customs service, under section 5, Customs Rule II, and under Special Customs Rule.*

BALTIMORE, MD.

Office of the collector: Two deputy collectors, one cashier, one auditor, one assistant cashier.

Office of the naval officer: One deputy naval officer.

Office of the surveyor: One deputy surveyor, one private secretary.

BOSTON, MASS.

Office of the collector: Three deputy collectors, one auditor and disbursing clerk, one cashier, one assistant cashier.

Office of the naval officer: One deputy naval officer, one assistant deputy naval officer.

Office of the surveyor: One deputy surveyor.

Office of the appraiser: One private secretary.

[Under Special Customs Rule.]

Office of the collector: One superintendent of warehouse.

BURLINGTON, VT.

Office of the collector: Six deputy collectors, two deputy collectors to assist as cashiers at subports, one deputy collector and inspector.

CHICAGO, ILL.

Office of the collector: One cashier, one auditor, one confidential secretary, four deputy collectors, one assistant cashier.

DETROIT, MICH.

Office of the collector: One cashier, six deputy collectors, one deputy collector and auditor.

NEW ORLEANS, LA.

Office of the collector: Two deputy collectors, one auditor, one cashier, one private secretary, one assistant cashier.

Office of the naval officer: One deputy naval officer, one secretary and chief clerk.

Office of the surveyor: One deputy surveyor, one private secretary.

NEW YORK, N. Y.

Office of the collector: Ten deputy collectors, one private secretary (only one allowed), one cashier, one acting disbursing agent, one auditor, one assistant cashier to collector.

Appraiser's office: One private secretary.

[Under Special Customs Rule.]

One bookbinder.

Detectives employed exclusively as such.

Office of the naval officer: One deputy naval officer, one private secretary.

Office of the surveyor: Three deputy surveyors, one private secretary.

PHILADELPHIA, PA.

Office of the collector: One deputy collector, one cashier, one auditor, one assistant cashier (one allowed), one secretary and confidential clerk.

Office of the naval officer: One deputy naval officer, one confidential clerk and secretary.

Office of the surveyor: Two deputy surveyors.

Office of the appraiser: One confidential clerk.

[Under Special Customs Rule.]

Office of the collector: Five chiefs of division.

PORT HURON, MICH.

Office of the collector: Two deputy collectors, one deputy collector and cashier.

PORTLAND, ME.

One deputy collector.

SAN FRANCISCO, CAL.

Office of the collector: One auditor, two deputy collectors, one clerk and cashier, one assistant cashier, one confidential clerk.

Office of the naval officer: One deputy naval officer.

Office of the surveyor: One deputy surveyor.

*Places excepted from examination at the custom-houses classified by Presidential order of November 2, 1894.*

DESIGNATION OF EXCEPTED POSITION.

| Custom-house. | Deputy surveyor. | Deputy collector. | Cashier. | Deputy collector and cashier. |
|---|---|---|---|---|
| Brownsville, Tex | | | | 1 |
| Buffalo, N. Y | | | 1 | |
| Cape Vincent, N. Y | | 1 | | |
| Cincinnati, Ohio | 1 | | 1 | |
| Corpus Christi, Tex | | 1 | | |
| Eastport, Me | | 3 | | |
| El Paso, Tex | | 1 | | |
| Galveston, Tex | | | | 1 |
| Los Angeles, Cal | | 1 | | |
| Nogales, Ariz | | 4 | | |
| Oswego, N. Y | | 2 | | 1 |
| Portland, Oreg | | 1 | | |
| Port Townsend, Wash | | 10 | | |
| St. Louis, Mo | | | | 1 |
| St. Paul, Minn | | 1 | | 1 |
| Suspension Bridge, N. Y | | | | 1 |

*Places authorized to be filled by noncompetitive examination under General Rule III, section 2, clause (c).*

1. In the customs district of New York, collector's office:

The tellers employed in the cashier's office.

Three stenographers employed under the immediate supervision of the collector.

2. In the customs district of San Francisco:

Chinese interpreter.

*Statement showing number of United States customs officers, clerks, and employees, classified and unclassified.*

| Ports and officers. | Classified. | | | | | | Unclassified. | | | Grand total. | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | Excepted. | Non-competitive. | Competitive. | | Total. | | Presidential. | Laborers and workmen. | | | |
| | Male. | Male. | Male. | Female. | Male. | Female. | Male. | Male. | Female. | Male. | Female. |
| Baltimore, Md.: | | | | | | | | | | | |
| Collector | 5 | ..... | 115 | 1 | 120 | 1 | 3 | 41 | ..... | 164 | 1 |
| Naval | 1 | ..... | 7 | ..... | 8 | ..... | 1 | ..... | ..... | 9 | ..... |
| Surveyor | 2 | ..... | 5 | ..... | 7 | ..... | 1 | ..... | ..... | 8 | ..... |
| Boston, Mass.: | | | | | | | | | | | |
| Collector | 7 | ..... | 293 | 7 | 300 | 7 | 1 | 22 | ..... | 323 | 7 |
| Naval | 3 | ..... | 13 | ..... | 16 | ..... | 1 | ..... | ..... | 17 | ..... |
| Surveyor | 1 | ..... | 7 | ..... | 8 | ..... | 1 | ..... | ..... | 9 | ..... |
| Appraiser | 1 | ..... | 44 | ..... | 45 | ..... | 4 | 5 | ..... | 54 | ..... |
| Brownsville, Tex. | | | | | | | | | | | |
| Collector | 1 | ..... | 24 | 1 | 25 | 1 | 1 | ..... | ..... | 26 | 1 |
| Buffalo, N. Y.: | | | | | | | | | | | |
| Collector | 1 | ..... | 38 | ..... | 39 | ..... | 1 | 1 | ..... | 42 | ..... |
| Appraiser | ..... | ..... | ..... | ..... | ..... | ..... | 1 | ..... | ..... | | |
| Burlington, Vt.: | | | | | | | | | | | |
| Collector | 9 | ..... | 65 | 2 | 74 | 2 | 1 | ..... | ..... | 75 | 2 |
| Cape Vincent, N. Y.: | | | | | | | | | | | |
| Collector | 1 | ..... | 20 | ..... | 21 | ..... | 1 | ..... | ..... | 22 | ..... |
| Chicago, Ill.: | | | | | | | | | | | |
| Collector | 8 | ..... | 86 | ..... | 94 | ..... | 1 | 12 | ..... | 108 | ..... |
| Appraiser | ..... | ..... | ..... | ..... | ..... | ..... | 1 | ..... | ..... | | |
| Cincinnati, Ohio: | | | | | | | | | | | |
| Surveyor | 2 | ..... | 17 | 1 | 19 | 1 | 2 | 2 | ..... | 23 | 1 |
| Appraiser | ..... | ..... | ..... | ..... | ..... | ..... | 1 | ..... | ..... | 1 | ..... |
| Cleveland, Ohio: | | | | | | | | | | | |
| Collector | ..... | ..... | 17 | ..... | 17 | ..... | 2 | 1 | ..... | 20 | ..... |
| Corpus Christi, Tex.: | | | | | | | | | | | |
| Collector | 1 | ..... | 19 | 1 | 20 | 1 | 1 | ..... | ..... | 21 | 1 |
| Detroit, Mich.: | | | | | | | | | | | |
| Collector | 8 | ..... | 56 | 3 | 64 | 3 | 1 | 1 | ..... | 67 | 3 |
| Appraiser | ..... | ..... | ..... | ..... | ..... | ..... | 1 | ..... | ..... | | |
| Eagle Pass, Tex.: | | | | | | | | | | | |
| Collector | ..... | ..... | 27 | 1 | 27 | 1 | 1 | ..... | ..... | 28 | 1 |
| Eastport, Me.: | | | | | | | | | | | |
| Collector | 3 | ..... | 16 | ..... | 19 | ..... | 1 | ..... | ..... | 20 | ..... |
| El Paso, Tex.: | | | | | | | | | | | |
| Collector | 1 | ..... | 27 | 2 | 28 | 2 | 1 | ..... | ..... | 29 | 2 |
| Galveston, Tex.: | | | | | | | | | | | |
| Collector | 1 | ..... | 28 | ..... | 29 | ..... | 1 | 2 | ..... | 32 | ..... |
| Key West, Fla.: | | | | | | | | | | | |
| Collector | ..... | ..... | 30 | 1 | 30 | 1 | 1 | ..... | ..... | 31 | 1 |
| Los Angeles, Cal.: | | | | | | | | | | | |
| Collector | 1 | ..... | 28 | ..... | 29 | ..... | 1 | ..... | ..... | 30 | ..... |
| Marquette, Mich.: | | | | | | | | | | | |
| Collector | ..... | ..... | 25 | 1 | 25 | 1 | 1 | ..... | ..... | 26 | 1 |
| New Orleans, La.: | | | | | | | | | | | |
| Collector | 6 | ..... | 117 | 2 | 123 | 2 | 5 | 30 | ..... | 158 | 2 |
| Naval | 2 | ..... | 6 | ..... | 8 | ..... | 1 | ..... | ..... | 9 | ..... |
| Surveyor | 2 | ..... | 4 | ..... | 6 | ..... | 1 | ..... | ..... | 7 | ..... |
| New York, N. Y.: | | | | | | | | | | | |
| Collector | 18 | 11 | 1,102 | 10 | 1,131 | 10 | 2 | 30 | 1 | 1,163 | 11 |
| Naval | 3 | ..... | 107 | ..... | 110 | ..... | 1 | ..... | ..... | 111 | ..... |
| Surveyor | 4 | ..... | 36 | ..... | 40 | ..... | 1 | ..... | ..... | 41 | ..... |
| Appraiser | 1 | ..... | 353 | ..... | 354 | ..... | 11 | 20 | ..... | 385 | ..... |
| Newport News, Va.: | | | | | | | | | | | |
| Collector | ..... | ..... | 34 | ..... | 34 | ..... | 1 | ..... | ..... | 35 | ..... |
| Nogales, Ariz.: | | | | | | | | | | | |
| Collector | 4 | ..... | 20 | 1 | 24 | 1 | 1 | ..... | ..... | 25 | 1 |
| Ogdensburg, N. Y.: | | | | | | | | | | | |
| Collector | ..... | ..... | 20 | ..... | 20 | ..... | 1 | ..... | ..... | 21 | ..... |
| Oswego, N. Y.: | | | | | | | | | | | |
| Collector | 3 | ..... | 16 | ..... | 19 | ..... | 1 | ..... | ..... | 20 | ..... |
| Philadelphia, Pa.: | | | | | | | | | | | |
| Collector | 10 | ..... | 221 | 4 | 231 | 4 | 2 | 22 | ..... | 255 | 4 |
| Naval | 1 | ..... | 11 | ..... | 12 | ..... | 1 | ..... | ..... | 13 | ..... |
| Surveyor | 2 | ..... | 5 | ..... | 7 | ..... | 1 | ..... | ..... | 8 | ..... |
| Appraiser | 1 | ..... | 44 | ..... | 45 | ..... | 4 | 13 | ..... | 62 | ..... |
| Plattsburg, N. Y.: | | | | | | | | | | | |
| Collector | ..... | ..... | 32 | ..... | 32 | ..... | 1 | ..... | ..... | 33 | ..... |
| Port Huron, Mich.: | | | | | | | | | | | |
| Collector | 3 | ..... | 40 | 1 | 43 | 1 | 1 | ..... | ..... | 44 | 1 |
| Portland, Me.: | | | | | | | | | | | |
| Collector | 1 | ..... | 24 | ..... | 25 | ..... | 1 | ..... | ..... | 28 | ..... |
| Surveyor | ..... | ..... | ..... | ..... | ..... | ..... | 1 | ..... | ..... | | |
| Appraiser | ..... | ..... | ..... | ..... | ..... | ..... | 1 | ..... | ..... | | |

*Statement showing number of United States customs officers, etc.*—Continued.

| Ports and officers. | Classified. | | | | | | Unclassified. | | | Grand total. | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | Excepted. | Non-competitive. | Competitive. | | Total. | | Presidential. | Laborers and workmen. | | | |
| | Male. | Male. | Male. | Female. | Male. | Female. | Male. | Male. | Female. | Male. | Female. |
| Portland, Oreg.: | | | | | | | | | | | |
| Collector | 1 | ..... | 32 | 1 | 33 | 1 | 1 | ..... | ..... | 35 | 1 |
| Appraiser | ..... | ..... | ..... | ..... | ..... | ..... | 1 | ..... | ..... | | |
| Port Townsend, Wash.: | | | | | | | | | | | |
| Collector | .....10 | ..... | 39 | ..... | 49 | ..... | 1 | ..... | ..... | 50 | ..... |
| St. Louis, Mo.: | | | | | | | | | | | |
| Surveyor | 1 | ..... | 29 | ..... | 30 | ..... | 1 | 4 | ..... | 36 | ..... |
| Appraiser | ..... | ..... | ..... | ..... | ..... | ..... | 1 | ..... | ..... | | |
| St. Paul, Minn.: | | | | | | | | | | | |
| Collector | 2 | ..... | 22 | 1 | 24 | 1 | 1 | ..... | ..... | 25 | 1 |
| San Francisco, Cal.: | | | | | | | | | | | |
| Collector | 6 | ..... | 185 | 2 | 191 | 2 | 5 | 34 | ..... | 230 | 2 |
| Naval | 1 | ..... | 10 | ..... | 11 | ..... | 1 | ..... | ..... | 12 | ..... |
| Surveyor | 1 | ..... | 2 | ..... | 3 | ..... | 1 | ..... | ..... | 4 | ..... |
| Suspension Bridge, N.Y.: | | | | | | | | | | | |
| Collector | 1 | ..... | 42 | 1 | 43 | 1 | 1 | ..... | ..... | 44 | 1 |
| Total | 141 | 11 | 3,560 | 44 | 3,712 | 44 | 87 | 240 | 1 | 4,039 | 45 |

## 3.—THE CLASSIFIED POSTAL SERVICE.

The classified postal service embraces all employees below postmaster, including postal clerks, money-order clerks, substitute clerks, carriers, regular and substitute, and others, excepting special-delivery messengers, at all offices to which the free-delivery system has been applied, in all, February 1, 1894, 609, employing 11,736 letter carriers and 10,100 clerks.

The classification of the post-office service, made on March 9, 1883, and now existing, is as follows:

Class 4, $1,800 and over per annum.

Class 3, $1,400 and less than $1,800 per annum.

Class 2, $800 and less than $1,400 per annum.

Class 1, less than $800 per annum.

The following was suggested in the Fifth Report as a suitable classification for this service and its adoption recommended:

*It is ordered,* That all officers, clerks, carriers, and other employees at classified post-offices be, and they are hereby, arranged in the following classes:

Class 1, all persons receiving an annual salary of $800 or less, or a compensation at the rate of $800 or less per annum.

Class 2, all persons receiving an annual salary of $900 or less, but more than $800, or a compensation at the rate of $900 or less, but more than $800 per annum.

Class 3, all persons receiving an annual salary of $1,000 or less, but more than $900, or a compensation at the rate of $1,000 or less, but more than $900 per annum.

Class 4, all persons receiving an annual salary of $1,200 or less, but more than $1,000, or a compensation at the rate of $1,200 or less, but more than $1,000 per annum.

Class 5, all persons receiving an annual salary of $1,400 or less, but more than $1,200, or a compensation at the rate of $1,400 or less, but more than $1,200 per annum.

Class 6, all persons receiving an annual salary of $1,600 or less, but more than $1,400, or a compensation at the rate of $1,600 or less, but more than $1,400 per annum.

Class 7, all persons receiving an annual salary of $1,800 or less, but more than $1,600, or a compensation at the rate of $1,800 or less, but more than $1,600 per annum.

Class 8, all persons receiving an annual salary of $2,000 or less, but more than $1,800, or a compensation at the rate of $2,000 or less, but more than $1,800 per annum.

Class 9, all persons receiving an annual salary of more than $2,000, or a compensation at the rate of more than $2,000 per annum.

*It is provided*, That no person who may be appointed to an office by and with the advice and consent of the Senate, and that no person who may be employed merely as a laborer or workman (not including any person designated as skilled laborer or workman), shall be considered as within this classification, and no person so employed shall, without examination under the civil-service rules, be assigned to the duties of a classified place.

*It is also ordered*, That no person shall be admitted into any place not excepted from examination by the civil-service rules in any of the classes above designated until he shall have passed an appropriate examination prepared by the United States Civil Service Commission and his eligibility has been certified to by said Commission or the appropriate board of examiners.

## 4.—THE CLASSIFIED RAILWAY MAIL SERVICE.

The classified railway mail service embraces all superintendents, assistant superintendents, chief clerks, railway postal clerks, route agents, local agents, mail-route messengers, and other employees of the railway mail service. One general superintendent; one assistant general superintendent; printers employed as such; clerks employed exclusively as porters in handling mail matter in bulk, in sacks, or pouches, and not otherwise; clerks employed on steamboats, and paid in part by the steamboat company, are exempted from examination. All other places can be filled only by promotion, transfer, reinstatement, or examination. Superintendents of mails at classified post-offices (those having free delivery) must be selected from among the employees of the railway mail service, or of the mailing division of the post-office at which they are respectively to serve.

*The railway mail service classification* was made by the Postmaster-General December 31, 1888, and is as follows:

"By direction of the President of the United States, and subject to and in accordance with section 1 of an act entitled 'An act to designate, classify, and fix the salaries of persons in the railway mail service, approved July 31, 1882,' and in accordance with the third clause of section 6 of an act entitled 'An act to regulate and improve the civil service of the United States, approved January 16, 1883,'

"*It is ordered*, That all superintendents, assistant superintendents, chief clerks, railway postal clerks, route agents, local agents, mail-route messengers, and other employees of the railway mail service be, and they are hereby, arranged in the following classes:

"Class one, all persons receiving an annual salary of $800 or less, or a compensation at the rate of $800 or less per annum.

"Class two, all persons receiving an annual salary of $900 or less, but more than $800, or a compensation at the rate of $900 or less, but more than $800 per annum.

"Class three, all persons receiving an annual salary of $1,000 or less, but more than $900, or a compensation at the rate of $1,000 or less, but more than $900 per annum.

"Class four, all persons receiving an annual salary of $1,200 or less, but more than $1,000, or a compensation at the rate of $1,200 or less, but more than $1,000 per annum.

"Class five, all persons receiving an annual salary of $1,400 or less, but more than $1,200, or a compensation at the rate of $1,400 or less, but more than $1,200 per annum.

"Class six, all persons receiving an annual salary of $1,600 or less, but more than $1,400, or a compensation at the rate of $1,600 or less, but more than $1,400 per annum.

"Class seven, all persons receiving an annual salary of $1,800 or less, but more than $1,600, or a compensation at the rate of $1,800 or less, but more than $1,600 per annum.

lass eight, all persons receiving an annual salary of $2,000 or less, but more than ), or a compensation at the rate of $2,000 or less, but more than $1,800 per annum.
lass nine, all persons receiving an annual salary of more than $2,000 or a com- ıtion at the rate of more than $2,000 per annum.
*t is provided,* That no person who may be appointed to an office by and with the :e and consent of the Senate, and that no person who may be employed merely aborer or workman (not including any person designated as skilled laborer orkman) shall be considered as within this classification; and no person so oyed shall, without examination under the civil-service rules, be assigned to uties of a classified place.
*t is also ordered,* That no person shall be admitted into any place not excepted examination by the civil-service rules in any of the classes above designated he shall have passed an appropriate examination prepared by the United States Service Commission, and his eligibility has been certified to this Department id Commission."
) following table shows the number of employees in the railway mail service ıne 30, and December 31, 1894:

| State. | Regular clerks. | | Substitute clerks. | |
|---|---|---|---|---|
| | June 30, 1894. | Dec. 31, 1894. | June 30, 1894. | Dec. 31, 1894. |
| ma | 78 | 78 | 8 | 8 |
| ıa | 4 | 4 | ..... | 1 |
| sas | 84 | 95 | 14 | 13 |
| nia | 119 | 121 | 11 | 10 |
| do | 75 | 75 | 6 | 5 |
| cticut | 105 | 105 | 8 | 7 |
| are | 18 | 19 | 2 | 3 |
| ct of Columbia | 57 | 57 | 1 | ..... |
| a | 52 | 53 | 4 | 5 |
| ia | 157 | 157 | 16 | 16 |
| ..... | 9 | 8 | ..... | 1 |
| s | 585 | 594 | 31 | 33 |
| a | 380 | 378 | 23 | 23 |
| Territory | 2 | 3 | ..... | ..... |
| ..... | 332 | 334 | 21 | 23 |
| s | 283 | 282 | 23 | 23 |
| cky | 119 | 122 | 10 | 10 |
| ana | 42 | 42 | 4 | 5 |
| ..... | 77 | 78 | 7 | 9 |
| and | 110 | 111 | 12 | 12 |
| chusetts | 196 | 195 | 17 | 18 |
| gan | 230 | 237 | 17 | 16 |
| sota | 166 | 168 | 13 | 13 |
| sippi | 61 | 64 | 6 | 5 |
| ri | 363 | 373 | 22 | 23 |
| na | 32 | 31 | 6 | 6 |
| ska | 180 | 182 | 13 | 12 |
| a | 14 | 15 | 2 | 2 |
| Hampshire | 67 | 67 | 6 | 7 |
| ersey | 98 | 101 | 8 | 9 |
| Mexico | 18 | 18 | 2 | 2 |
| ork | 520 | 522 | 34 | 27 |
| Carolina | 102 | 100 | 10 | 10 |
| Dakota | 38 | 40 | 6 | 6 |
| ..... | 586 | 583 | 40 | 43 |
| oma | 5 | 5 | 1 | 1 |
| ı | 37 | 37 | 4 | 4 |
| ylvania | 427 | 431 | 22 | 21 |
| Island | 14 | 14 | 2 | 2 |
| Carolina | 63 | 66 | 7 | 8 |
| Dakota | 51 | 73 | 5 | 4 |
| ssee | 145 | 123 | 13 | 13 |
| ..... | 190 | 194 | 16 | 20 |
| ..... | 15 | 15 | 2 | 2 |
| nt | 46 | 46 | 4 | 4 |
| ia | 158 | 157 | 14 | 13 |
| ngton | 37 | 39 | 4 | 4 |
| Virginia | 76 | 77 | 8 | 8 |
| nsin | 193 | 192 | 13 | 13 |
| ing | 25 | 24 | 4 | 4 |
| Total | 6,852 | 6,905 | 521 | 527 |

## 5.—THE CLASSIFIED INDIAN SERVICE.

The classified Indian service includes all physicians, superintendents, assistant superintendents, teachers, and matrons in the Indian service.

The classification of the Indian service was made by the Secretary of the Interior on the 13th day of April, 1891, and is as follows:

By direction of the President of the United States, and in accordance with the third clause of section 6 of an act entitled "An act to regulate and improve the civil service of the United States," approved January 16, 1883,

*It is ordered*, That all physicians, school superintendents, and assistant superintendents, school teachers, and matrons in the Indian service be, and they are hereby, arranged in the following classes, without regard to salary or compensation:

Class one. Physicians.

Class two. School superintendents, and assistant superintendents.

Class three. School-teachers.

Class four. Matrons.

*Provided*, That no person who may be required by law to be appointed to an office by and with the advice and consent of the Senate, and that no person who may be employed merely as a laborer or workman, or in connection with any contract schools, shall be considered as within this classification; and no person so employed shall be assigned to the duties of a classified place.

*It is further ordered*, That no person shall be admitted to any place not excepted from examination by the civil-service rules in any of the classes above designated until he or she shall have passed an appropriate examination under the United States Civil Service Commission, and his or her eligibility has been certified to by said Commission or the appropriate board of examiners.

*Number of employees in the classified Indian service.*

| | Male. | Female. | Total. |
|---|---|---|---|
| Superintendents | 78 | 10 | 88 |
| Assistant superintendents | 3 | ..... | 3 |
| Teachers | 97 | 247 | 344 |
| Assistant teachers *a* | 14 | 74 | 88 |
| Matrons | ..... | 89 | 89 |
| Physicians: | | | |
| School | 15 | 1 | 16 |
| Agency | 71 | ..... | 71 |
| Total | 278 | 421 | 699 |

*a* Classified May 11, 1894.

## 6.—THE CLASSIFIED INTERNAL-REVENUE SERVICE.

The classified internal-revenue service embraces 2,939 employees, exclusive of deputy collectors, in the various internal-revenue districts. Of this number 185 are clerks, 608 storekeepers, 1,437 storekeepers and gaugers, and 709 gaugers.

The following is the existing order of classification:

TREASURY DEPARTMENT,
*Washington, December 12, 1894.*

By direction of the President of the United States, and in accordance with the third clause of section 6 of an act entitled "An act to regulate and improve the civil service of the United States," approved January 16, 1883,

*It is ordered*, That all clerks, storekeepers, storekeepers and gaugers, and gaugers, be, and they are hereby, arranged in the following classes, without regard to salary or compensation:

Class one. Clerks.

Class two. Storekeepers.

Class three. Storekeepers and gaugers.

Class four. Gaugers.

*Provided,* That no person who may be required by law to be appointed to an office by and with the advice and consent of the Senate, and that no person who may be employed merely as a laborer or workman, shall be considered as within this classification; and no person so employed shall be assigned to the duties of a classified place.

*It is further ordered,* That no person shall be admitted to any place not excepted from examination by the civil-service rules in any of the classes above designated until he or she shall have passed an appropriate examination under the United States Civil Service Commission, and his or her eligibility has been certified to by said Commission or the appropriate board of examiners.

J. G. CARLISLE,
*Secretary of the Treasury.*

*Employees in the internal-revenue service.*

| State. | Number and salaries of deputies and clerks. | | | | | | | | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | $2,000 | $1,900 | $1,800 | $1,750 | $1,700 | $1,600 | $1,500 | $1,450 | $1,400 | $1,350 | $1,300 | $1,250 | $1,200 | $1,150 | $1,100 | $1,000 | $900 | $850 | $800 | $750 | $720 |
| Alabama | | | | | | | 1 | | | | | | | | | 2 | 8 | | | | |
| Arkansas | | | | | | | 1 | | | | | | 2 | | 1 | 1 | 3 | | | | |
| California | 1 | | 2 | | | 4 | 1 | | 6 | | | | 6 | | 9 | 4 | 3 | | 2 | | |
| Colorado | | | | | | 1 | | | 1 | | | | | 1 | 2 | 3 | | | | | |
| Connecticut | | | 1 | | | | | | | | 3 | | 9 | | 1 | 1 | | | 1 | | |
| Florida | | | | | | | 1 | | | | | | 3 | | | 2 | | | 1 | | |
| Georgia | | | 2 | | | | 1 | 1 | 2 | | | | 7 | | 2 | 7 | 2 | | | | |
| Illinois | 3 | 1 | 1 | 1 | | 2 | 11 | 3 | | | 2 | | 18 | | 3 | 9 | 7 | 1 | | | |
| Indiana | 2 | | | | | 1 | 1 | | 4 | | | | 3 | | | 6 | 2 | | | | |
| Iowa | | | | | | | 2 | | | | | | 3 | | 1 | 6 | 3 | | | | |
| Kansas | | | | | | 1 | | | | | 2 | | 5 | | 1 | | | | | | |
| Kentucky | 3 | 3 | 3 | | | 2 | 9 | | 10 | | | | 20 | | 5 | 11 | 11 | | 5 | | 2 |
| Louisiana | | | 1 | | 1 | | 1 | | 2 | | 3 | | | | 5 | | 1 | | | | |
| Maryland | 1 | | 1 | | | | | | 9 | | 1 | | 7 | 1 | 2 | 6 | 1 | | 1 | | |
| Massachusetts | 1 | | 1 | | | | | | 12 | | | | 3 | | 2 | | 2 | | 2 | 3 | |
| Michigan | 1 | 1 | | | | | 2 | | 2 | | | | 6 | | 1 | 4 | | | 1 | | |
| Minnesota | | 1 | | | | | | | 1 | | | 1 | 3 | | 5 | 2 | | | 1 | | |
| Missouri | 1 | | 3 | | | 2 | | 4 | 2 | | 1 | | 9 | 1 | 5 | 1 | 2 | | 1 | | |
| Montana | | | | | 1 | | | | | | | | 2 | | 1 | 4 | | | | | |
| Nebraska | | | 1 | | | 1 | | | | | | | 12 | | | 3 | | | | | |
| New Hampshire | | | | | 1 | | | | | | | | 3 | | 1 | | 1 | | 1 | | |
| New Jersey | 1 | 1 | | | | 1 | 1 | | 7 | | | | 3 | | 4 | 5 | 1 | | 2 | | |
| New Mexico | | | | | | | 1 | | | | | | 3 | | | | | | | | |
| New York | 4 | 1 | 5 | | 2 | 6 | 5 | | 39 | | 14 | | 19 | 5 | 3 | 11 | 4 | 1 | 4 | | |
| North Carolina | | | 3 | | | 3 | 2 | | 1 | | | | 8 | | 4 | 25 | 10 | | 2 | | |
| Ohio | 1 | 1 | 3 | | 2 | 2 | 1 | 4 | 1 | 1 | 1 | | 13 | | 14 | 4 | 5 | | 2 | 2 | |
| Oregon | | | | | | 1 | | | 4 | | | | 2 | | | 4 | | | | | |
| Pennsylvania | 2 | 1 | 2 | | 1 | 1 | 6 | | 15 | | 4 | | 12 | | 27 | 8 | 8 | | 6 | 1 | |
| South Carolina | | | | | | | 2 | | | | | | | | 4 | 2 | | | | | |
| Tennessee | | | 2 | | | 1 | 2 | | 2 | | 1 | | 2 | | 1 | 9 | 4 | | | | |
| Texas | | | | | | | 2 | | 1 | | | | 4 | | 5 | 1 | | | | | |
| Virginia | 1 | | 2 | | 1 | 1 | 3 | | 3 | | 2 | | 7 | | 8 | 11 | 10 | | | | |
| West Virginia | | | 1 | | | 2 | | | 1 | | 1 | | 2 | | 1 | | 3 | | 6 | | |
| Wisconsin | | 1 | | 1 | | 1 | | | | | 3 | | 1 | | 7 | 4 | 6 | | | | |
| Total | 22 | 11 | 34 | 2 | 9 | 33 | 56 | 12 | 125 | 1 | 38 | 1 | 197 | 8 | 125 | 156 | 97 | 2 | 38 | 6 | 2 |

*Employees in the internal-revenue service*—Continued.

| State. | Number and salaries of deputies and clerks. | | | | | | | | | | | | | | | | Number of gaugers. | Number of storekeepers and gaugers. | Number of storekeepers. | Grand total. |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | $700 | $650 | $600 | $500 | $480 | $425 | $400 | $300 | $250 | $240 | $200 | $150 | $120 | $360 | Males. | Females. | Total. | | | |
| Alabama | | | | | | | | 2 | | | | | | | 12 | 1 | 13 | 5 | 13 | | 31 |
| Arkansas | | | | 1 | | | | | | | | | | | 9 | | 9 | 2 | 44 | | 55 |
| California | | | 1 | | | | | | | | | 1 | | | 31 | 9 | 40 | 50 | 20 | 3 | 113 |
| Colorado | | | | | | | | | | | | 3 | | | 11 | | 11 | 2 | 1 | | 14 |
| Connecticut | | | 1 | | | | | | | | | | | | 17 | | 17 | 6 | 3 | 3 | 29 |
| Florida | 1 | | 1 | | | | | | | | | | | | 9 | | 9 | 1 | | | 10 |
| Georgia | | | | 1 | | | | | | | 1 | | | | 24 | 2 | 26 | 7 | 67 | | 100 |
| Illinois | 1 | | 2 | | | | 2 | 3 | 1 | | 1 | | 1 | | 58 | 15 | 73 | 70 | 7 | 69 | 219 |
| Indiana | | | 2 | | | 1 | | 4 | | | | | 1 | | 26 | 1 | 27 | 22 | 17 | 23 | 89 |
| Iowa | | | 2 | | | | | 1 | 1 | | 1 | | 1 | | 18 | 3 | 21 | 4 | 2 | | 27 |
| Kansas | | | | | | | | 1 | | | | | | | 10 | | 10 | 1 | | 1 | 12 |
| Kentucky | 2 | | 6 | 1 | | | 3 | 2 | | 1 | | | | | 93 | 7 | 99 | 151 | 276 | 303 | 829 |
| Louisiana | | | | | | | | | | | | | | | 13 | 1 | 14 | 4 | | 3 | 21 |
| Maryland | 1 | | | | | | | 1 | | | | | | 2 | 34 | | 34 | 26 | 20 | 31 | 111 |
| Massachusetts | | | | | | | | | | | | | | | 17 | 9 | 26 | 10 | 1 | 13 | 50 |
| Michigan | 3 | | 1 | | | | | | | | 1 | | | | 23 | | 23 | 4 | | | 27 |
| Minnesota | | | | | | | | | | | | | | | 13 | 1 | 14 | 7 | 1 | 6 | 28 |
| Missouri | | | 2 | | | | | | | | | | | | 34 | | 34 | 13 | 47 | 12 | 106 |
| Montana | | | 1 | 1 | | | | | | | | | | | 10 | | 10 | 2 | | | 12 |
| Nebraska | | | | | | | | | | | | | | | 16 | 1 | 17 | 8 | | 12 | 37 |
| New Hampshire | | 1 | 2 | | | | | | | | | | | | 10 | | 10 | 1 | | 1 | 12 |
| New Jersey | 1 | | 1 | | | | | 1 | | 1 | | | | | 26 | 4 | 30 | 9 | | 3 | 42 |
| New Mexico | | | | | | | | | | | | | | | 4 | | 4 | 3 | 1 | | 8 |
| New York | | 1 | 3 | | | | | | | | | | | | 122 | 5 | 127 | 47 | 3 | 13 | 190 |
| North Carolina | | | 1 | | | | | 1 | | | | | | | 59 | 1 | 60 | 52 | 574 | 3 | 689 |
| Ohio | 2 | | 2 | 3 | | | | | | | | | 1 | | 64 | 1 | 65 | 57 | 19 | 35 | 176 |
| Oregon | | | 1 | | | | | | | | | | | | 12 | | 12 | 3 | 3 | 3 | 21 |
| Pennsylvania | 1 | | | 1 | | | 2 | | 1 | | | | | | 95 | 4 | 99 | 65 | 96 | 53 | 313 |
| South Carolina | | | | | | | | | | | | | | | 7 | 1 | 8 | 3 | 22 | 1 | 34 |
| Tennessee | 1 | | 1 | | | | | 2 | | | | | | | 27 | 1 | 28 | 9 | 96 | 4 | 137 |
| Texas | | | | 2 | | | | | | 1 | | | 1 | | 15 | 2 | 17 | 10 | 15 | | 42 |
| Virginia | | | 4 | | 1 | | 1 | | | | | | | | 52 | 3 | 55 | 34 | 84 | | 173 |
| West Virginia | | | | | | | | 2 | | | | | | | 10 | | 19 | 8 | 3 | 4 | 34 |
| Wisconsin | 1 | | | 5 | | | 2 | | | | | | | | 32 | | 32 | 13 | 2 | 9 | 56 |
| Total | 14 | 2 | 34 | 15 | 1 | 1 | 10 | 20 | 3 | 3 | 4 | 4 | 5 | 2 | 1,021 | 72 | 1,093 | 709 | 1,437 | 608 | 3,847 |

NOTES.—In addition to the various salaries shown in the above table, there is also an allowance for traveling expenses ranging from $50 to $1,200.
Of the 1,093 deputies and clerks, 177 have the rank of clerk.

*Employees in the internal-revenue service*—Continued.

| State. | Number and designation of deputies and clerks. | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | Division deputies. | General traveling deputies. | Stamp deputies. | Tobacco and oleomargarine deputies. | Chief deputies. | Clerical duties. | Cashiers. | Bookkeepers. | Stenographers or typewriters. | Miscellaneous. | Total. |
| Alabama | 6 | 2 | 2 | ..... | 1 | 2 | ..... | ..... | ..... | ..... | 13 |
| Arkansas | 5 | ..... | 1 | ..... | 1 | 1 | ..... | ..... | ..... | 1 | 9 |
| California | 16 | ..... | 2 | ..... | 2 | 10 | 2 | 1 | ..... | 7 | 40 |
| Colorado | 5 | ..... | 3 | ..... | 1 | 1 | 1 | ..... | ..... | ..... | 11 |
| Connecticut | 9 | 1 | 4 | ..... | 1 | 2 | ..... | ..... | ..... | ..... | 17 |
| Florida | 4 | ..... | 2 | ..... | 1 | 2 | ..... | ..... | ..... | ..... | 9 |
| Georgia | 10 | 7 | 2 | ..... | 1 | 5 | ..... | ..... | 1 | ..... | 26 |
| Illinois | 22 | 1 | 12 | 1 | 4 | 29 | 2 | ..... | 2 | ..... | 73 |
| Indiana | 8 | ..... | 10 | ..... | 2 | 6 | 1 | ..... | ..... | ..... | 27 |
| Iowa | 8 | 1 | 6 | ..... | 2 | 4 | ..... | ..... | ..... | ..... | 21 |
| Kansas | 6 | ..... | 1 | ..... | 1 | 2 | ..... | ..... | ..... | ..... | 10 |
| Kentucky | 22 | 2 | 21 | ..... | 5 | 41 | 4 | ..... | 4 | ..... | 99 |
| Louisiana | 7 | 1 | ..... | ..... | 1 | 2 | 1 | 1 | 1 | ..... | 14 |
| Maryland | 13 | 1 | 5 | ..... | 1 | 12 | 1 | ..... | 1 | ..... | 34 |
| Massachusetts | 14 | 1 | ..... | ..... | 1 | 8 | 1 | ..... | 1 | ..... | 26 |
| Michigan | 10 | ..... | 3 | ..... | 2 | 6 | 1 | ..... | 1 | ..... | 23 |
| Minnesota | 7 | ..... | 1 | ..... | 1 | 4 | 1 | ..... | ..... | ..... | 14 |
| Missouri | 12 | ..... | 2 | 1 | 2 | 14 | ..... | 1 | 2 | ..... | 34 |
| Montana | 7 | ..... | 2 | ..... | ..... | 1 | ..... | ..... | ..... | ..... | 10 |
| Nebraska | 10 | ..... | 1 | ..... | 1 | 4 | 1 | ..... | ..... | ..... | 17 |
| New Hampshire | 5 | ..... | 2 | ..... | 1 | 2 | ..... | ..... | ..... | ..... | 10 |
| New Jersey | 14 | ..... | 7 | ..... | 2 | 6 | 1 | ..... | ..... | ..... | 30 |
| New Mexico | 3 | ..... | ..... | ..... | 1 | ..... | ..... | ..... | ..... | ..... | 4 |
| New York | 58 | 1 | 9 | 2 | 5 | 39 | 7 | 2 | 1 | 3 | 127 |
| North Carolina | 25 | 8 | 7 | ..... | 2 | 17 | 1 | ..... | ..... | ..... | 60 |
| Ohio | 19 | 1 | 9 | 1 | 4 | 23 | 4 | 3 | 1 | ..... | 65 |
| Oregon | 8 | ..... | ..... | ..... | 1 | 2 | ..... | ..... | 1 | ..... | 12 |
| Pennsylvania | 47 | ..... | 11 | 1 | 4 | 28 | 4 | 1 | 2 | 1 | 99 |
| South Carolina | 4 | 1 | ..... | ..... | 1 | 2 | ..... | ..... | ..... | ..... | 8 |
| Tennessee | 12 | 3 | 4 | ..... | 2 | 6 | ..... | 1 | ..... | ..... | 28 |
| Texas | 8 | ..... | 4 | ..... | 2 | 3 | ..... | ..... | ..... | ..... | 17 |
| Virginia | 19 | 3 | 11 | ..... | 2 | 15 | 3 | ..... | 1 | 1 | 55 |
| West Virginia | 11 | 1 | 2 | ..... | 1 | 2 | 1 | ..... | 1 | ..... | 19 |
| Wisconsin | 12 | ..... | 8 | ..... | 2 | 8 | 2 | ..... | ..... | ..... | 32 |
| Total | 446 | 35 | 154 | 6 | 61 | 309 | 39 | 10 | 20 | 13 | 1,093 |

## TION OF CONGRESS AND THE EXECUTIVE WITH REFERENCE TO THE CIVIL-SERVICE LAW.

### GROWTH OF THE MERIT SYSTEM SINCE 1883.

e civil-service act was approved on January 16, 1883. It took effect from its ıge. One of its provisions allowed vacancies in the service to be filled accord- o the old methods until July 16; but after that date none within the sphere of :st application could be filled except by persons who had been duly examined. e Departments at Washington the classification embraced all persons receiving ies of not less than $900 nor more than $1,800 a year—altogether 5,652—of n 135 were excepted from examination. The classification of the customs serv- nbraced places having an annual compensation of $900 or over, at ports where more persons were employed, excluding only those whose nominations had to nfirmed by the Senate. The number of places thus classified, including eleven , was 2,573. The number of post-offices classified—being those at which there 50 or more employees—was 23, and the classified service at these offices included ersons above the grade of workman or laborer except the postmaster, or 5,699 l. In the three branches of the classified service, therefore, the total number aces made subject to the provisions of the civil-service rules was 13,924. In the post-offices at Minneapolis, St. Paul, Jersey City, and New Haven, having ned the requisite number of employees, were classified, as was also the Depart- of Agriculture. During 1884 the classifications of several of the Departments extended so as to embrace places not theretofore included within them. A led history of the changes in the classifications, by their revision, is contained e Fourth Report of the Commission, at pages 102–114.

March 1, 1888, President Cleveland made an order classifying the United States Service Commission. On June 29, 1888, the classifications of the departmental ce at Washington were revised and extended so as to embrace all the officers, s, and other employees in the Departments, except those appointed by the ident by and with the advice and consent of the Senate, and those employed ly as messengers, watchmen, workmen, or laborers. Altogether, 1,931 places added to the classified service by this extension. The railway mail service, 5,320 employees, was classified December 31, 1888. On January 4, 1889, rules hat service were promulgated, to take effect March 15, 1889. During the Admin- tion of President Cleveland 16 post-offices, having attained the required 50 oyees, were classified. The whole number of places thus added to the classified ice, including those in the 16 post-offices just mentioned, was about 8,100, gh this does not include the places resulting from the natural growth of the ice. On March 4, 1889, the number of classified places in the departmental ice was about 8,212, in the customs service about 2,298, and in the postal service ıt 11,500; making a total, including the railway mail service, of about 27,330 es.

ıe railway mail rules went into effect under President Harrison on May 1, 1889, ead of March 15, it being found impossible to provide eligible registers at an ier date. The extensions of the classified service from March 4, 1889, to March

4, 1893, were as follows: On April 13, 1891, the President classified certain classes of school employees and the physicians in the Indian service, about 626 employees in all. On May 5, 1892, the Fish Commission was classified as a part of the departmental service, bringing in 140 employees. Ten post-offices, upon attaining the requisite number of employees—50—were classified, and rules for the railway mail service put into effect. On the 5th of January, 1893, the President amended Postal Rule I so as to include in the classified postal service all free-delivery post-offices, adding to that branch of the classified service 548 offices not heretofore classified, and the 7,610 persons employed therein. On the same day he amended the classification of the Department of Agriculture so as to include therein the employees of the Weather Bureau at work elsewhere than at Washington, 314 in number. The whole number of places covered by extensions of classifications during the Administration of President Harrison, including those which came under the rules by their automatic operation in the 10 post-offices above mentioned, was about 9,190, besides those resulting from the growth of the service. At the close of the Administration of President Harrison there were in the classified service about 42,928 places.

To recapitulate: The original classification of the civil service embraced 13,924 places. On March 4, 1885, the total number of places in the classified service was about 15,573, being an increase of 1,649, including the new post-offices and some 550 places added by Executive order in the revision and extension of the classifications. On March 4, 1889, the total number of places in the classified service was about 27,330, an increase during four years of 11,757, including the new post-offices, and 8,100 places added by Executive order. On January 18, 1893, the total was about 42,928, an increase from March 4, 1889, of 15, 598 places, including the new post-offices, and some 9,190 places added by Executive order.

The deficiency act of March 3, 1883, provided, in addition to three Commissioners at an annual salary of $3,500 each and one chief examiner at $3,000, for one secretary at $1,600, one stenographer at $1,600, and one messenger at $600, making a total expense for salaries of $17,300. The first session of the Forty-eighth Congress, in 1885, increased the salary of the secretary $400, that of the messenger $240, and provided for a clerk at $1,200, making a total increase of $1,840, and reduced the appropriation for traveling expenses from $4,000 to $3,500. The second session, in 1886, increased the salary of the stenographer $200 and gave an additional clerk at $1,400 and a laborer at $660, making an increase of $2,260.

By the appropriation act of July 1, 1886, the clerical force of the Commission was increased by one clerk at $1,600 and two at $900, and the appropriation for traveling expenses was restored from $3,500 to $4,000. By the appropriation act of March 3, 1887, the Commission obtained an additional clerk at $1,000, and by the appropriation act of July 11, 1888, an additional clerk at $1,600, one at $1,400, and one at $1,000, besides an increase of $1,000 in traveling expenses. By the appropriation act of February 26, 1889, $250 was added to the appropriation for traveling expenses. The total increase under the first Administration of President Cleveland was $10,150.

By the appropriation act of July 11, 1890, the Commission obtained five additional clerks, as follows: One at $1,800, one at $1,400, two at $1,200, and one at $1,000. In 1891 and 1892 no advance was made at all. In 1893 the only advance was an increase of $750 for traveling expenses. The total increase during President Harrison's Administration was $7,350.

From 1883 to 1893 the classified service increased from 13,924 places to about 43,000, and the appropriation for salaries and traveling expenses from $21,300 to $42,400.

In 1894 Congress appropriated directly for 36 additional clerks ($52,000) for the Commission in lieu of those then detailed from the Departments, and gave also one additional laborer, an engineer, and two watchmen, making a total force, including the Commissioners, of 62 persons, and a total appropriation, including traveling expenses, of $98,540. In 1895 the Commission obtained $1,000 additional for traveling expenses.

The following table shows the relation the growth of the service bears to the positive action of the Executive in the extension of classifications to the close of the Administration of President Harrison:

PRESIDENT ARTHUR.

| Growth. | | Executive act. | |
|---|---|---|---|
| 4 post-offices, each attaining 50 employees. | 200 | Original classification | 13,924 |
| Other growth, about | 1,449 | | |
| Total | 1,649 | | |

March 4, 1885, approximate number of places classified ..... 15,573

PRESIDENT CLEVELAND.

| | | | |
|---|---|---|---|
| 16 post-offices, each attaining 50 employees. | 800 | United States Civil Service Commission. | 8 |
| Other growth, about | 3,698 | Revisions of classifications of Departments at Washington | 1,931 |
| Total | 4,498 | Railway mail service | 5,320 |
| | | Total | 7,259 |

March 4, 1889, approximate number of places classified ..... 27,330

PRESIDENT HARRISON.

| | | | |
|---|---|---|---|
| 10 post-offices, each attaining 50 employees. | 500 | School employees and physicians in Indian service | 626 |
| Other growth, about | 6,408 | Fish Commission | 140 |
| Total | 6,908 | Weather Service | 314 |
| | | 548 post-offices | 7,610 |
| | | Total | 8,690 |

March 4, 1893, approximate number of places classified ..... 42,928
Entire growth ..... 13,055
Positive action of Executive ..... 29,873

## PRINCIPAL AMENDMENTS TO THE RULES AND CLASSIFICATIONS SINCE MARCH 4, 1893.

I. *A revision of the customs classification so as to bring within it all employees not serving merely as workmen or laborers, without regard to compensation.*

Heretofore this service has been classified on the basis of compensation, instead of the character of the employment; all employees, 860 in number, receiving less than $900 a year have, regardless of designation or duty, been excluded from the classification and therefore were not subject to the civil-service rules. This was a peculiarly unfortunate classification for the customs service since the line drawn on compensation at any point is a very uncertain line, owing to the fact that compensation in the customs service is fixed by the Secretary of the Treasury, and may be raised or lowered at will. The new order brings the classification of the customs service into harmony with those of the other branches of the classified service.

II. *An amendment to Customs Rule I extending the classification to include all customs districts in which there are as many as twenty employees.*

The former limit was 50 employees, and under that limit 11 customs districts were classified. The new extension brings under the rules 23 more customs ports, and adds to the classified force 667 employees, the present machinery and methods being extended to the wider field.

III. *An amendment to the classification of the departmental service at Washington so as to include all messengers, assistant messengers, and watchmen in all the Departments.*

There are 868 of these employees.

IV. *Classification of employees at the Indian warehouse in New York City, under the Interior Department, embracing a chief clerk and an assistant chief clerk.*

V. *An amendment to the civil-service rules abolishing the right to transfer to classified nonexcepted places, upon noncompetitive examination, persons appointed to excepted places, after one year's service in the latter.*

This closes one of the avenues of irregular and partially concealed approach to the nonexcepted classified service. Persons appointed as private secretaries, etc., after a year's service might get themselves transferred to the nonexcepted roll upon a mere "pass" examination. The Civil Service Commission has refused examination to candidates of this sort having their legal residence in States whose quotas of appointments were already full; but even though the number of such transfers has been kept down to thirty-two in the last four years, the facts in most cases have been misunderstood by the public, and the appointments have been regarded as due to trickery and collusion.

VI. *An order extending the classification of the Post-Office Department so as to include the clerks employed in the offices of the post-office inspectors.*

There are 29 of these employed at the 13 division headquarters throughout the country. A vacancy may be filled from the ordinary departmental register of the State in which it exists.

VII. *Amendments to the postal rules, withdrawing from the excepted class a very large proportion of the places now excepted from examination.*

There were, at the time this order was issued, about 2,100 assistant postmasters, private secretaries, superintendents, money-order and registry clerks, cashiers, stamp clerks, etc., exempted from examination on the ground of the confidential or fiduciary character of their duties. Some 1,500 of these, specifically designated as excepted, as nearly as can now be estimated, are taken out of the excepted class by this order, leaving only about 600 to be appointed under the old system. This establishes a uniform policy of exceptions and avoids the rude shocks to the service resulting from the dismissal of competent and experienced men upon a change of postmaster.

VIII. *Amendments to the departmental rules, withdrawing from the excepted class in the Department of Agriculture, the chiefs of the divisions of pomology, entomology, economic ornithology and mammalogy, the assistant chiefs of these divisions, three professors of meteorology, and a clerk to act as appointment clerk.*

This brings in 9 officers, whose education and work must always be strictly scientific.

IX. *An amendment to the Indian rules providing for the appointment as assistant teachers in the Indian school service, without civil-service examination, the graduates of the normal classes of the Salem (Oreg.) school; Santa Fe (N. Mex.) school; Haskell Institute, Lawrence (Kans.); Carlisle (Pa.) school; and Hampton (Va.) Institute; upon their certificates of graduation; but before they can be advanced to full teacherships they shall be required to pass the regular civil-service examination.*

This was designed to give preference to graduates from certain Indian schools from which a certificate is regarded as entirely trustworthy, dispensing with the need of any examination by the Commission. All applicants, even for assistant teachers' places, coming from other schools, must be examined in regular course.

X. *The classification of assistant teachers in the Indian service.*

This brings in 19 men and 69 women, and will enable a corps of workers to be built up, beginning from the lowest rank. Indians are favored in appointment as assistant teachers, being admitted on noncompetitive examination.

XI. *Allowing appointments without examination, for not exceeding thirty days, to places which may be filled by noncompetitive examination in the Departments at Washington, in cases of emergency, pending an examination by the Commission.*

This change was designed to meet such difficulties as occurred a while ago in the Weather Bureau, which suddenly discovered that it was about to be left without

printers. The weather bulletins and maps had to be got out, and the Commission was unable on so short notice to hold an examination. Thirty days, however, is an abundance of time in which to meet any such emergency, and owing to the brevity of tenure of the emergency employees the new rule is not likely to be resorted to except in cases of real necessity.

XII. *An extension of the classification of the Post-Office Department to sea-post clerks. An amendment of the rules in this connection requires that these clerks shall be appointed by transfer from the classified railway mail service or the classified postal service, and shall be eligible at any time for retransfer to the service from which transferred.*

This brings under the civil-service rules 14 additional places of men who sort the mail on ocean steamers.

XIII. *An amendment of the rules, transferring from the class excepted from examination to the class covered by competitive examination transfer clerks who were not already classified, and steamboat clerks, except transfer and steamboat clerks who are employed jointly with a railroad or steamboat company.*

The number of steamboat clerks thus brought into the competitive list is 25, with salaries ranging from $400 to $720, and the number of transfer clerks is 139, with salaries from $400 to $1,150 per annum. Transfer clerks at stations where more than two were employed were already subject to examination.

XIV. *An amendment of the rules transferring from the class excepted from examination to the class covered by competitive examination topographers and certain other scientific employees in the Geological Survey.*

The number of scientific employees thus brought into the competitive list is 78, chiefly topographers and the assistant topographers, of whom there are 72.

XV. *The classification of the internal-revenue service by the Secretary of the Treasury on the direction of the President.*

Under this classification about 2,939 employees in various internal-revenue districts are made subject to the civil-service rules. The classification does not include deputy collectors, but extends to all other employees, including clerks, storekeepers, storekeepers and gaugers, and gaugers. The qualifications required of these employees can readily be tested by examination.

XVI. *An amendment to Departmental Rule VII to permit a person holding an office outside the classified service in any Executive Department at Washington, to which he was appointed from a classified place in the departmental service, to be reinstated in the civil service in the same Department, if within one year next preceding the date of the requisition for his reinstatement he has, by the abolition of his office or otherwise, and without delinquency or misconduct, been separated from the service, provided the person was not appointed to his office from an excepted place or by promotion to a nonexcepted place.*

This amendment will permit the return to the classified service of persons who have been promoted to Presidential offices. The number of persons whom it would affect would at any time be very small.

XVII. *An amendment to the rules transferring from the class excepted from examination to the class covered by competitive examination superintendents of post-office stations.*

The number of superintendents thus brought into the competitive list is 128. All superintendents in the postal service are now in the nonexcepted class.

XVIII. *Amendments to the rules and the classification of the Department of Agriculture described in a note on the next following page.*

## NUMBER OF PLACES AFFECTED BY THE EXTENSIONS OF THE CIVIL-SERVICE RULES SINCE MARCH 4, 1893.

The number of places affected by the extensions of the civil-service rules, shown above, is as follows:

| | Date of Executive order. | Number of employees. |
|---|---|---|
| *Added to the classified service by original classification.* | | |
| Assistant teachers, Indian service | May 11, 1894 | 89 |
| Inspectors, Bureau of Animal Industry, Department of Agriculture | May 28, 1894 | 69 |
| Assistant inspectors, Bureau of Animal Industry, Department of Agriculture | ....do.... | None. |
| Indian warehouse, New York | July 25, 1894 | 2 |
| Messengers, watchmen, etc., in the Departments at Washington | Nov. 2, 1894 | 868 |
| Clerks to post-office inspectors | ....do.... | 29 |
| Sea-post clerks | Dec. 3, 1894 | 14 |
| Employees in the customs service at 11 ports having more than 50 employees with compensation of less than $900 | Nov. 2, 1894 | 860 |
| Employees at customs districts having as many as 20 and less than 50 employees (altogether 23 customs ports) | ....do.... | 667 |
| Internal-revenue service | Dec. 12, 1894 | a 2,939 |
| Total | | 5,537 |
| *Transfer of places classified but excepted from examination to list of places subject to competitive examination.* | | |
| Appointment clerk, Department of Agriculture | Mar. 20, 1894 | 1 |
| Certain superintendents and custodians of money, etc., at post-offices | Nov. 2, 1894 | b 2,267 |
| Professors of meteorology, Department of Agriculture | May 1, 1894 | 3 |
| Chiefs and assistant chiefs of following divisions in Department of Agriculture: Economic ornithology and mammalogy, and entomology | July 9, 1894 | 4 |
| Chief and assistant chief of division of pomology, Department of Agriculture | Nov. 2, 1894 | 2 |
| Topographers and other scientific positions in the Geological Survey | Dec. 4, 1894 | 78 |
| Steamboat clerks, railway mail service | Nov. 17, 1894 | 25 |
| Transfer clerks, railway mail service | ....do.... | 139 |
| Superintendents of post-office stations at which carriers are employed | Jan. 3, 1895 | 128 |
| Total | | 2,647 |
| Grand total | | 8,184 |

a Exclusive of deputy collectors not classified, of whom there are 913.

b Fifteen hundred of these were specifically designated as excepted from examination. The remainder, though entitled to be excepted, were not formally designated as such.

NOTE.—Since the above table was completed the President, on May 24, 1895, to take effect July 1, 1895, directed the extension of the classification of the Department of Agriculture outside of Washington to include at least 150 taggers, 5 microscopists, 200 assistant microscopists, 15 clerks, 33 live-stock agents, 96 stock examiners, 2 superintendents of quarantine stations in the Bureau of Animal Industry, and all State and Territorial statistical agents, numbering 46, and all messengers in the Weather Bureau stations.

On the same date the President amended the civil-service rules by taking all chiefs and assistant chiefs in the Department of Agriculture out of the excepted class, vacancies to be filled hereafter by promotion from the large corps of trained experts, or occasionally, when necessary, by competitive examination. The cashier and the assistant disbursing clerks, the chief clerks of the Weather Bureau and the Bureau of Animal Industry, scientific or professional experts employed in Washington, were on the same date taken out of the excepted class.

All places and positions in the Department of Agriculture are now embraced within the classified service, subject to examination under the civil-service rules, except the Secretary and Assistant Secretary of Agriculture and a private secretary to each, the chief of the Weather Bureau and his private secretary, the chief clerk of Department and his private secretary, and laborers and charwomen.

*Statement of employees of the Bureau of Animal Industry, Department of Agriculture, by classes and localities, January 1, 1895.*

Washington: Chief of Bureau, chief clerk, chief inspection division, chief division of field investigations and miscellaneous work, chief division of animal pathology, two assistants in division of animal pathology, expert laboratory assistant, chemist, expert assistant chemist, assistant chemist, two veterinary inspectors, live-stock agent, superintendent experiment station, assistant at experiment station, nine clerks, three clerks, stenographers and typewriters, one typewriter, messenger, three assistant messengers, two firemen, nine laborers, forty-four in all.

Engaged collecting information: Two agents, one veterinary inspector.

Inspecting import cattle on Canadian border: Four veterinary inspectors, six inspectors.

Meat inspection, inspection of stock yards and export cattle:

| Location. | Veterinary inspectors. | Inspectors. | Assistant inspectors. | Stock examiners. | Live-stock agents. | Taggers. | Microscopists. | Assistant microscopists. | Clerks. |
|---|---|---|---|---|---|---|---|---|---|
| Boston, Mass | 1 | 1 | | 2 | | 3 | | | 1 |
| Somerville, Mass | | 1 | | 2 | | 4 | 1 | 20 | |
| New York, N. Y | 4 | 2 | | 2 | | 10 | | | 2 |
| Jersey City, N. J | 1 | 1 | | 1 | | 5 | | | |
| Philadelphia, Pa | | 2 | | 1 | | 5 | | | |
| Baltimore, Md | | 1 | | | | 6 | | | 1 |
| Norfolk and Newport News, Va | | 1 | | 1 | | | | | |
| Pittsburg, Pa | | 1 | | 1 | | | | | |
| Buffalo, N. Y | | 4 | | 1 | | 8 | | 14 | 1 |
| Cleveland, Ohio | 1 | | | | | 6 | | 9 | |
| Indianapolis, Ind | | 1 | | 5 | | 4 | 1 | 8 | |
| East St. Louis, Ill | | 1 | 2 | 2 | 4 | 4 | | | |
| Hammond, Ind | | 2 | | 1 | | 9 | | | |
| Chicago, Ill | 4 | 9 | 4 | 31 | 4 | 37 | 1 | 64 | 5 |
| Milwaukee, Wis | | 1 | | 2 | | 3 | | 15 | |
| Cudahy, Wis | | 1 | | 2 | | 1 | | 7 | |
| Ottumwa, Iowa | | | | 2 | | | 1 | 4 | |
| Sioux City, Iowa | 1 | | | 1 | | 3 | | | |
| Nebraska City, Nebr | | 1 | | 1 | | 2 | | | |
| South Omaha, Nebr | | 5 | | 9 | | 14 | 1 | 13 | 2 |
| Kansas City, Mo | 1 | 6 | | 13 | 15 | 23 | 1 | 46 | 2 |
| St. Joseph, Mo | | 1 | 1 | 1 | | 2 | | | |
| Hannibal, Mo | | | | | 1 | | | | |
| Cairo, Ill | | | | | 1 | | | | |
| Nashville, Tenn | | 1 | | | | | | | |
| Portland, Me | | 1 | | | | | | | |
| Great Britain | 2 | | | | | | | | |
| Total | 15 | 44 | 7 | 81 | 25 | 149 | 6 | 200 | 14 |

| | |
|---|---|
| Total number of employees at Washington | 44 |
| Total number of employees outside of Washington | 554 |
| Grand total | 598 |

NOTE.—On May 28, 1894, on the direction of the President, the classification of the Department of Agriculture was amended by inserting after the word "Washington" in the second clause, the words "and the inspectors and assistant inspectors of the Bureau of Animal Industry employed elsewhere than at Washington, within the United States."

On May 24, 1895, the President directed that the classification of the Department of Agriculture be amended so as to include among the classes covered thereby, clerks, microscopists, assistant microscopists, stock examiners, taggers, agents, and all other employees, except temporary laborers, in the Bureau of Animal Industry outside of Washington, D. C., all State statistical agents of the Department of Agriculture outside of Washington, D. C., and all messengers in the Weather Bureau of the Department of Agriculture outside of Washington, D. C. It was provided that when the classification was so amended it should take effect on July 1, 1895.

*Messengers, assistant messengers, and*

[Males, 814;

| | Department and designation. | Salary. | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | $1,200 | $1,020 | $1,000 | $900 | $880 | $840 | $820 | $780 | $720 | $700 | $660 | $640 | $638.75 | $600 | $540 |
| | State: | | | | | | | | | | | | | | | |
| 1 | Messenger | | | | | | 1 | | | | | | | | | |
| 2 | Assistant messenger | | | | | | | | | 3 | | | | | | |
| 3 | Watchman | | | | | | | | | 11 | | | | | | |
| | Treasury: | | | | | | | | | | | | | | | |
| 4 | Messenger | | | | | 1 | 35 | 6 | | | 2 | | 3 | | 1 | |
| 5 | Assistant messenger | | | | | | | | | 81 | | | | | | |
| 6 | Watchman | | | | | 2 | | | | 93 | | | | | | |
| 7 | Female messenger | | | | | | | | | | | | | | | |
| 8 | Female assistant messenger. | | | | | | | | | 1 | | | | | | |
| | War: | | | | | | | | | | | | | | | |
| 9 | Messenger | | | | 4 | | 28 | | 1 | 6 | | | | | | 2 |
| 10 | Assistant messenger | | | | | | | | | 88 | | | | | | |
| 11 | Watchman | | 1 | | 2 | | 3 | | | 48 | | | | 2 | 2 | 2 |
| 12 | Female messenger | | | | | | | | | | | | | | | |
| 13 | Boy messenger | | | | | | | | | | | | | | | |
| | Navy: | | | | | | | | | | | | | | | |
| 14 | Messenger | | | | | | 2 | | | | | | | | | |
| 15 | Assistant messenger | | | | | | | | | 14 | | | | | | |
| 16 | Watchman | | | | | | | | | 23 | | | | | | |
| 17 | Boy messenger | | | | | | | | | | | | | | | |
| | Post-Office: | | | | | | | | | | | | | | | |
| 18 | Messenger | | | | | | 1 | | | | | | | | | |
| 19 | Assistant messenger | | | | | | | | | 20 | | | | | | |
| 20 | Watchman | | | | | | | | | 31 | | | | | | |
| | Justice: | | | | | | | | | | | | | | | |
| 21 | Messenger | | | | | | 1 | | | | | | | | | |
| 22 | Assistant messenger | | | | | | | | | 6 | | | | | | |
| 23 | Watchman | | | | | | | | | 3 | | | | | | |
| | Agriculture: *a* | | | | | | | | | | | | | | | |
| 24 | Messenger | | | | | | 6 | | | | | 5 | | | 18 | |
| 25 | Assistant messenger | | | | | | | | | 18 | | 1 | | | 8 | |
| 26 | Watchman | | | | | | 1 | | | 13 | | | | | 4 | |
| 27 | Folder and messenger. | | | 2 | | | | | | | | | | | 5 | |
| 28 | Female plant mounter and messenger. | | | | | | | | | | | 1 | | | 3 | |
| 29 | Female messenger | 1 | | | | | 2 | | | 3 | | | | | | |
| 30 | Female folder and messenger. | | | | | | | | | | | | | | 1 | |
| 31 | Female assistant messenger. | | | | | | | | | | | 3 | | | 1 | |
| | Labor: | | | | | | | | | | | | | | | |
| 32 | Messenger | | | | | | 1 | | | | | | | | | |
| 33 | Assistant messenger | | | | | | | | | 1 | | | | | | |
| 34 | Watchman | | | | | | | | | 3 | | | | | | |
| | Fish Commission: | | | | | | | | | | | | | | | |
| 35 | Messenger | | | | | | | | | | | | | | | |
| 36 | Janitor and messenger. | | | | | | | | | | | | | | 3 | |
| 37 | Custodian | | | | | | | | | | | | | | | |
| 38 | Watchman | | | | | | | | | 2 | | | | | | |
| | Civil Service Commission: | | | | | | | | | | | | | | | |
| 39 | Messenger | | | | | | 1 | | | | | | | | | |
| 40 | Watchman | | | | | | | | | 2 | | | | | | |
| | Interior: *b* | | | | | | | | | | | | | | | |
| 41 | Messenger | | | | | | 42 | | | 1 | | | | | 4 | |
| 42 | Assistant messenger | | | | | | | | | 44 | | | | | | |
| 43 | Watchman | | | | | | 1 | | | 61 | | | | | 4 | |
| 44 | Female messenger | | | | | | 1 | | | | | | | | | |
| 45 | Messenger and property clerk. | | | | | | 1 | | | | | | | | | |
| 46 | Female assistant messenger. | | | | | | | | | 13 | | | | | | |
| | Total | 1 | 1 | 2 | 6 | 3 | 127 | 6 | 1 | 589 | 2 | 10 | 3 | 2 | 54 | 4 |

*a* On May 24, 1895, the President directed the classification of all messengers in the Weather Bureau outside of Washington, D. C.

*lassified November 2, 1894.*

| Salary. | | | | | | Total. | Designation | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| $450 | $420 | $390 | $360 | $300 | $240 | | Messenger. | Assistant messenger. | Watchman. | Female messenger. | Female assistant messenger. | Boy messenger. | Folder and messenger. | Female folder and messenger. | Female plant mounter and messenger. | Janitor and messenger. | Custodian. | Messenger and property clerk. | |
| | | | | | | 15 | 1 | | | | | | | | | | | | 1 |
| | | | | | | | | 3 | | | | | | | | | | | 2 |
| | | | | | | | | | 11 | | | | | | | | | | 3 |
| | | | | | | 243 | 48 | | | | | | | | | | | | 4 |
| | | | | | | | | 81 | | | | | | | | | | | 5 |
| | | 12 | | | | | | | 95 | | | | | | | | | | 6 |
| | | | | | | | | | | 18 | | | | | | | | | 7 |
| | | | | | | | | | | | 1 | | | | | | | | 8 |
| | | | | | | 197 | 42 | | | | | | | | | | | | 9 |
| | | | | | | | | 88 | | | | | | | | | | | 10 |
| | | | | | | | | | 65 | | | | | | | | | | 11 |
| | | | | | | | | | | 1 | | | | | | | | | 12 |
| | | | 1 | | | | | | | | | 1 | | | | | | | 13 |
| | | | | | | 42 | 2 | | | | | | | | | | | | 14 |
| | | | | | | | | 14 | | | | | | | | | | | 15 |
| | | | | | | | | | 23 | | | | | | | | | | 16 |
| | 2 | | 1 | | | | | | | | | 3 | | | | | | | 17 |
| | | | | | | 52 | 1 | | | | | | | | | | | | 18 |
| | | | | | | | | 20 | | | | | | | | | | | 19 |
| | | | | | | | | | 31 | | | | | | | | | | 20 |
| | | | | | | 10 | 1 | | | | | | | | | | | | 21 |
| | | | | | | | | 6 | | | | | | | | | | | 22 |
| | | | | | | | | | 3 | | | | | | | | | | 23 |
| 4 | | | | 6 | | 116 | 39 | | | | | | | | | | | | 24 |
| | | | | 2 | | | | 32 | | | | | | | | | | | 25 |
| | | | | | | | | | 18 | | | | | | | | | | 26 |
| | | | | | | | | | | | | | 7 | | | | | | 27 |
| | | | | | | | | | | | | | | | 9 | | | | 28 |
| | | | | | | | | | | 6 | | | | | | | | | 29 |
| | | | | | | | | | | | | | | 1 | | | | | 30 |
| | | | | | | | | | | | 4 | | | | | | | | 31 |
| | | | | | | 5 | 1 | | | | | | | | | | | | 32 |
| | | | | | | | | 1 | | | | | | | | | | | 33 |
| | | | | | | | | | 3 | | | | | | | | | | 34 |
| | | | | | 1 | 9 | 1 | | | | | | | | | | | | 35 |
| | | | | | | | | | | | | | | | | 3 | | | 36 |
| | | | 3 | | | | | | | | | | | | | | 3 | | 37 |
| | | | | | | | | | 2 | | | | | | | | | | 38 |
| | | | | | | 3 | 1 | | | | | | | | | | | | 39 |
| | | | | | | | | | 2 | | | | | | | | | | 40 |
| | | | | | | 176 | 51 | | | | | | | | | | | | 41 |
| | | | | | | | | 44 | | | | | | | | | | | 42 |
| | | | | | | | | | 66 | | | | | | | | | | 43 |
| | | | | | | | | | | 1 | | | | | | | | | 44 |
| | | | | | | | | | | | | | | | | | | 1 | 45 |
| | | | | | | | | | | | 13 | | | | | | | | 46 |
| 4 | 2 | 12 | 5 | 8 | 1 | 868 | 188 | 289 | 319 | 26 | 18 | 4 | 7 | 1 | 9 | 3 | 3 | 1 | |

1 23, 1895, the Secretary of the Interior stated that he regarded as classified, in addition 3 sergeants of the watch, Pension Office, and 36 messengor boys.

The following correspondence will explain the classification of the Census Bureau:

MARCH 19, 1895.

The Honorable SECRETARY OF THE INTERIOR:

SIR: This Commission has carefully examined the paragraphs of the act (Public—No. 120) making appropriations to supply deficiencies in the appropriations for the fiscal year ending June 30, 1895, approved March 2, 1895, relating to the Eleventh Census, and invites your attention to the following conclusion which it has reached relative to the classification of the office of the Eleventh Census under the civil-service act of January 16, 1883, and will be pleased to receive an expression of your views in the matter. The act of March 2 provides:

1. That the office of the Eleventh Census shall be abolished and the terms of all employees appointed under the provisions of the act of March 1, 1889, entitled "An act to provide for the taking of the Eleventh and subsequent censuses," or of any subsequent act relating to the Eleventh Census, shall cease and terminate, except as hereinafter specified, after the 4th day of March, 1895.

2. That the unfinished work of the Eleventh Census shall be completed in the office of the Secretary of the Interior, to whom the records and other property of the Census Office shall be transferred.

3. That the Secretary of the Interior is authorized to employ from the date specified in this act—namely, March 4, 1895—from the force of the Census Office then employed, a chief of division at a salary of $2,000 per annum, three special agents, and such other employees, not to exceed 90, as he may deem necessary for closing up and completing the work of the Eleventh Census.

4. The Secretary of the Interior is also authorized to continue the services of the Commissioner of Labor in charge of the completion of the Eleventh Census.

It seems to the Commission clear from these provisions that the force authorized to be employed by the Secretary of the Interior by this act to complete the Eleventh Census becomes from the 4th day of March, 1895, a part of the classified force of the Interior Department and of the office of the Secretary of the Interior, and as such entitled to all the rights and privileges which they would have had if they had been brought into the classified service by an extension of classification by Executive order, instead of being transferred to that service by an act of Congress.

The case is somewhat analogous to that by which the enlisted men of the Signal Service, an unclassified force, became a part of the classified force by a provision of law under which they ceased to be enlisted men and became civilian employees of the Signal Office.

It seems to the Commission also clear that since the Census Office is abolished by one of these provisions, and no longer exists, and does not therefore become, as a census office, a classified office, only a definitely limited number of the employees of that office who were employed therein on the 4th day of March, 1895, becoming classified employees in the office of the Secretary of the Interior, that all of the persons who have been employed in the Census Office, and who became separated therefrom prior to or on the 4th day of March, 1895, have no rights whatever to reinstatement under the provisions of Departmental Rule X.

The case of these people is not similar to the case of those employees of an office which has become a classified office by an extension of classification by an Executive order who were separated from such office before it was classified, for in that case the office continues to exist; it was an unclassified office, and it becomes, by Executive act, a classified office; and under civil-service rules persons separated from such an office have the same right to reinstatement under the provisions and within the limitations of the rule governing reinstatements as persons separated therefrom after it became classified. In the case of the Census Office, the office itself does not become classified, but is abolished and ceases to exist; therefore the persons who cease to be employees of the United States at the time the office ceased to exist, or prior to that time, have no rights whatever under the civil-service law and rules, but stand in relation to the classified service precisely the same as those who have never been in the public service at all.

Very respectfully,

JOHN R. PROCTER, *President*.

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DEPARTMENT OF THE INTERIOR,
*Washington, March 29, 1895.*

The CIVIL SERVICE COMMISSION.

GENTLEMEN: I have received your letter of the 19th instant, containing a discussion of the provision of the act of Congress approved March 2, 1895 (Public—No. 120), relating to the Eleventh Census, and stating your conclusions that the 90 persons who were employed in the Census Office on March 4 last were brought into the classified service by virtue of the law which incorporated them into the Department of the Interior as a division of the Secretary's Office; also that as the Census no longer exists as a separate classified office, the persons who had been separated therefrom previous to March 4 are not entitled to appointment in the departmental service by way of reinstatement.

In answer to your request for an expression of my views upon the subject, I would say that I have examined your reasoning carefully, and take pleasure in declaring my assent to the conclusions you have reached. A list of the employees of the census division of this office is transmitted to you herewith.

Very respectfully,

HOKE SMITH, *Secretary*.

## I.—EXAMINATIONS.

TABLE 1.—*Showing the number of examinations held for the departmental, railway mail, and Indian services, the number of competitors, and the number that passed and the number that failed in each State or Territory, during the year ended June 30, 1894.*

| States and Territories. | Number of examinations. | Departmental service. | | | | | | | | | | | Railway mail service. | | | Indian service. | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | Clerk-copyist. | | | | | Special. | | | | | Grand total. | | | | Passed. | | Failed. | | Total. |
| | | Passed. | | Failed. | | Total. | Passed. | | Failed. | | Total. | | Passed. | Failed. | Total. | Male. | Fem. | Male. | Fem. | |
| | | Male. | Fem. | Male. | Fem. | | Male. | Fem. | Male. | Fem. | | | | | | | | | | |
| Alabama | 4 | 27 | 6 | 18 | 4 | 55 | 6 | ..... | 6 | ..... | 12 | 67 | 40 | 24 | 64 | 1 | ..... | ..... | ..... | 1 |
| Alaska | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... |
| Arizona | 1 | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 1 | ..... | 1 | 1 | 1 | ..... | 2 | 4 |
| Arkansas | 3 | 5 | 1 | 6 | 4 | 16 | 1 | ..... | 1 | ..... | 2 | 18 | 25 | 10 | 35 | 2 | 1 | ..... | ..... | 3 |
| California | 6 | 18 | 3 | ..... | 1 | 22 | ..... | ..... | 4 | ..... | 4 | 26 | 73 | 23 | 96 | 4 | 3 | 6 | 1 | 14 |
| Colorado | 6 | 7 | 2 | 2 | ..... | 11 | 5 | ..... | 4 | ..... | 9 | 20 | 39 | 7 | 46 | 5 | 3 | 2 | 2 | 12 |
| Connecticut | 3 | 10 | 7 | 4 | 1 | 22 | 2 | ..... | 9 | ..... | 11 | 33 | 54 | 17 | 71 | ..... | ..... | ..... | ..... | ..... |
| Delaware | 1 | 6 | 1 | ..... | 1 | 8 | ..... | ..... | ..... | ..... | ..... | 8 | 8 | 6 | 14 | ..... | ..... | ..... | ..... | ..... |
| District of Columbia | 63 | 5 | 6 | ..... | 3 | 14 | 142 | 498 | 204 | 207 | 1,051 | 1,065 | 141 | 58 | 199 | 14 | 14 | 6 | 9 | 43 |
| Florida | 2 | 1 | 1 | 1 | ..... | 3 | 3 | ..... | ..... | ..... | 3 | 6 | 17 | 11 | 28 | ..... | ..... | ..... | ..... | ..... |
| Georgia | 9 | 44 | 10 | 13 | 7 | 74 | 5 | ..... | 11 | ..... | 16 | 90 | 75 | 65 | 140 | ..... | ..... | ..... | ..... | ..... |
| Idaho | 3 | ..... | ..... | ..... | ..... | ..... | 1 | ..... | ..... | ..... | 1 | 1 | 7 | 3 | 10 | 1 | ..... | ..... | ..... | 1 |
| Illinois | 9 | 69 | 30 | 17 | 2 | 118 | 23 | ..... | 38 | ..... | 61 | 179 | 212 | 59 | 271 | 10 | 4 | 8 | 3 | 25 |
| Indiana | 4 | 37 | 9 | 8 | 3 | 57 | 13 | ..... | 11 | ..... | 24 | 81 | 125 | 22 | 147 | 2 | ..... | 2 | ..... | 4 |
| Indian Territory | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... |
| Iowa | 8 | 27 | 5 | 7 | 1 | 40 | 13 | ..... | 6 | ..... | 19 | 59 | 179 | 58 | 237 | 8 | 6 | 4 | 2 | 20 |
| Kansas | 7 | 28 | 6 | 9 | 4 | 47 | 4 | 1 | 5 | 1 | 11 | 58 | 79 | 22 | 101 | 16 | 16 | 2 | 2 | 36 |
| Kentucky | 3 | 32 | 11 | 11 | ..... | 54 | 4 | ..... | 9 | ..... | 13 | 67 | 37 | 11 | 48 | 3 | ..... | 3 | 1 | 7 |
| Louisiana | 7 | 5 | 9 | 7 | 4 | 25 | 2 | ..... | 2 | ..... | 4 | 29 | 12 | 9 | 21 | 2 | ..... | ..... | ..... | 2 |
| Maine | 6 | 7 | 2 | 1 | ..... | 10 | 1 | ..... | 7 | ..... | 8 | 18 | 21 | 7 | 28 | ..... | ..... | ..... | ..... | ..... |
| Maryland | 3 | 20 | 22 | 6 | 10 | 58 | ..... | ..... | ..... | ..... | ..... | 58 | 9 | 9 | 18 | ..... | ..... | ..... | ..... | ..... |
| Massachusetts | 13 | 19 | 11 | 2 | 1 | 33 | 25 | ..... | 26 | ..... | 51 | 84 | 135 | 37 | 172 | 2 | 2 | 1 | 1 | 6 |
| Michigan | 6 | 38 | 16 | 9 | 4 | 67 | 14 | ..... | 16 | ..... | 30 | 97 | 142 | 24 | 166 | 9 | 3 | 3 | 2 | 17 |
| Minnesota | 9 | 21 | 10 | 7 | 2 | 40 | 2 | ..... | 14 | ..... | 16 | 56 | 88 | 35 | 123 | 2 | 1 | ..... | 1 | 4 |
| Mississippi | 3 | 18 | 13 | 5 | 4 | 40 | ..... | ..... | 2 | ..... | 2 | 42 | 17 | 12 | 29 | 5 | 1 | 2 | ..... | 8 |
| Missouri | 9 | 39 | 14 | 12 | 3 | 68 | 9 | ..... | 17 | ..... | 26 | 94 | 179 | 63 | 242 | 11 | 7 | 9 | 5 | 32 |
| Montana | 4 | 2 | ..... | ..... | ..... | 2 | 1 | ..... | 1 | ..... | 2 | 4 | 19 | 14 | 33 | ..... | 1 | ..... | 1 | 2 |
| Nebraska | 6 | 15 | 6 | 5 | 1 | 27 | 6 | ..... | 1 | ..... | 7 | 34 | 144 | 31 | 175 | 7 | 9 | 9 | 13 | 38 |
| Nevada | 2 | 1 | ..... | ..... | ..... | 1 | 2 | ..... | 1 | ..... | 3 | 4 | 2 | ..... | 2 | ..... | 1 | ..... | 2 | 3 |
| New Hampshire | 2 | ..... | 2 | ..... | 1 | 3 | 1 | ..... | ..... | ..... | 1 | 4 | 11 | 3 | 14 | ..... | ..... | ..... | ..... | ..... |
| New Jersey | 2 | 20 | 15 | 6 | 3 | 44 | 11 | ..... | 16 | ..... | 27 | 71 | 66 | 35 | 101 | 1 | 1 | ..... | ..... | 2 |
| New Mexico | 4 | 2 | ..... | ..... | ..... | 2 | ..... | ..... | 1 | ..... | 1 | 3 | 4 | 1 | 5 | 1 | 4 | ..... | ..... | 5 |

TABLE 1.—*Showing the number of examinations held for the departmental, railway mail, and Indian services, etc.*—Continued.

| States and Territories. | Number of examinations. | Departmental service. | | | | | | | | | | Railway mail service. | | | Indian service. | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | Clerk-copyist. | | | | | Special. | | | | | | | | Passed. | | Failed. | | |
| | | Passed. | | Failed. | | | Passed. | | Failed. | | | | | | | | | | |
| | | Male. | Fem. | Male. | Fem. | Total. | Male. | Fem. | Male. | Fem. | Total. | Grand total. | Passed. | Failed. | Total. | Male. | Fem. | Male. | Fem. | Total. |
| New York | 23 | 57 | 60 | 14 | 7 | 138 | 14 | 1 | 29 | 2 | 46 | 184 | 158 | 62 | 220 | 4 | 3 | ..... | 1 | 8 |
| North Carolina | 5 | 33 | 13 | 11 | 6 | 63 | 3 | ..... | 2 | ..... | 5 | 68 | 44 | 27 | 71 | 1 | 1 | ..... | ..... | 2 |
| North Dakota | 4 | ..... | 1 | 1 | ..... | 2 | 1 | ..... | ..... | ..... | 1 | 3 | 17 | 12 | 29 | 1 | 1 | ..... | ..... | 2 |
| Ohio | 13 | 109 | 25 | 26 | 10 | 170 | 17 | ..... | 25 | ..... | 42 | 212 | 301 | 101 | 402 | 11 | 6 | 5 | 1 | 23 |
| Oklahoma | 2 | 1 | 1 | 1 | ..... | 3 | ..... | ..... | ..... | ..... | ..... | 3 | 14 | 2 | 16 | 2 | 7 | 7 | 3 | 19 |
| Oregon | 4 | 7 | ..... | 2 | ..... | 9 | 1 | ..... | 1 | ..... | 2 | 11 | 22 | 4 | 26 | 6 | 1 | 2 | ..... | 9 |
| Pennsylvania | 8 | 84 | 53 | 20 | 7 | 164 | 13 | ..... | 15 | 1 | 29 | 193 | 117 | 52 | 169 | 4 | 5 | 2 | ..... | 11 |
| Rhode Island | 2 | 2 | 1 | 1 | ..... | 4 | 4 | ..... | 5 | ..... | 9 | 13 | 10 | 8 | 18 | 1 | ..... | ..... | ..... | 1 |
| South Carolina | 7 | 19 | 11 | 9 | 5 | 44 | ..... | ..... | 5 | ..... | 5 | 49 | 26 | 33 | 59 | ..... | ..... | ..... | ..... | ..... |
| South Dakota | 2 | 3 | ..... | ..... | 1 | 4 | ..... | ..... | ..... | ..... | ..... | 4 | 19 | 3 | 22 | 7 | 4 | ..... | 1 | 12 |
| Tennessee | 6 | 20 | 4 | 12 | 1 | 37 | 6 | ..... | 13 | ..... | 19 | 56 | 45 | 41 | 86 | 1 | ..... | 4 | 1 | 6 |
| Texas | 8 | 35 | 2 | 11 | 3 | 51 | 9 | ..... | 7 | ..... | 16 | 67 | 66 | 30 | 96 | 9 | ..... | 4 | 1 | 14 |
| Utah | 2 | 2 | ..... | 2 | ..... | 4 | 1 | ..... | 1 | ..... | 2 | 6 | 15 | 3 | 18 | ..... | ..... | ..... | ..... | ..... |
| Vermont | 4 | 2 | 1 | 2 | ..... | 5 | 2 | ..... | 1 | ..... | 3 | 8 | 12 | 6 | 18 | 1 | ..... | ..... | ..... | 1 |
| Virginia | 3 | 11 | 18 | 9 | 4 | 42 | 5 | ..... | 7 | 1 | 13 | 55 | 36 | 35 | 71 | 2 | 3 | ..... | ..... | 5 |
| Washington | 5 | 20 | 3 | 2 | ..... | 25 | 2 | ..... | 2 | ..... | 4 | 29 | 37 | 5 | 42 | 6 | 5 | 2 | 1 | 14 |
| West Virginia | 1 | 9 | 3 | 1 | 1 | 14 | ..... | 1 | 1 | ..... | 2 | 16 | 34 | 9 | 43 | ..... | ..... | ..... | ..... | ..... |
| Wisconsin | 6 | 24 | 10 | 4 | 1 | 39 | 7 | 1 | 8 | ..... | 16 | 55 | 155 | 32 | 187 | 8 | 4 | 1 | 1 | 14 |
| Wyoming | 2 | 2 | 1 | ..... | ..... | 3 | 2 | ..... | ..... | ..... | 2 | 5 | 15 | 5 | 20 | ..... | 1 | ..... | ..... | 1 |
| Total | 315 | 963 | 425 | 284 | 110 | 1,782 | 383 | 502 | 534 | 212 | 1,631 | 3,413 | 3,104 | 1,146 | 4,250 | 171 | 119 | 84 | 57 | 431 |

NOTE.—In addition to the above, 61 sets of papers were examined and marked by the central board; those sets were, however, canceled for various reasons. The 61 sets were made up as follows. Clerks, copyists, and clerk-copyists, 28 sets; specials, 9 sets; railway mail service, 19 sets; Indian service, 5 sets. On January 1, 1894 the two separate examinations known as the clerk and the copyist examinations were combined into one examination to be known as the clerk-copyist examination. The competitors examined during the six months ended December 31, 1893, included in the above table under the general title clerk-copyist, were distributed as follows: Clerks, 529 males passed, 81 females passed, 116 males failed, 9 females failed; copyists, 156 males passed, 265 females passed, 90 males failed, 71 females failed.

More than 64 per cent of those who took special examinations were examined at Washington, D. C. The 14 persons who took the clerk-copyist examination at Washington, D. C., took it merely as the basis of a supplementary examination, and were entered upon the supplementary register only.

*-Showing the number examined for the railway mail service, the number that id that failed, and the legal residence, average age, and education, during the r ended June 30, 1894.*

| idence. | Passed. | | | | | | | Failed. | | | | | | | Total. |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | Education. | | | | | | | Education. | | | | | |
| | Number. | Average age. | Common school. | Academic. | Business college. | High school. | Collegiate. | Number. | Average age. | Common school. | Academic. | Business college. | High school. | Collegiate. | |
| ..... | 33 | 24— | 5 | 6 | 2 | 7 | 13 | 23 | 23— | 9 | 3 | 0 | 7 | 4 | 56 |
| ..... | 2 | 27 | ..... | ..... | ..... | 1 | 1 | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 2 |
| ..... | 25 | 25— | 8 | 1 | 3 | 5 | 8 | 14 | 24+ | 7 | 1 | .... | 2 | 4 | 39 |
| ..... | 64 | 23+ | 33 | 2 | 8 | 14 | 7 | 21 | 25+ | 14 | 1 | 2 | 2 | 2 | 85 |
| ..... | 37 | 26+ | 12 | 6 | 4 | 8 | 7 | 8 | 30— | 6 | .... | 1 | 1 | .... | 45 |
| ..... | 51 | 24— | 29 | 4 | 6 | 11 | 1 | 22 | 25— | 14 | 3 | 3 | 2 | .... | 73 |
| ..... | 11 | 26— | 5 | .... | 2 | 3 | 1 | 7 | 25+ | 6 | ..... | ..... | 1 | .... | 18 |
| olumbia... | 32 | 23— | 17 | 2 | 3 | 7 | 3 | 11 | 23— | 9 | 1 | ..... | ..... | 1 | 43 |
| ..... | 15 | 25 | 7 | 2 | 4 | .... | 2 | 11 | 25+ | 8 | .... | 1 | 2 | .... | 26 |
| ..... | 76 | 23+ | 19 | 6 | 13 | 26 | 12 | 66 | 24+ | 28 | 5 | 2 | 27 | 4 | 142 |
| ..... | 8 | 23— | 2 | .... | 2 | 4 | .... | 2 | 26— | ..... | ..... | ..... | 2 | .... | 10 |
| ..... | 269 | 24+ | 104 | 19 | 25 | 76 | 45 | 95 | 25— | 49 | 7 | 13 | 19 | 7 | 364 |
| ..... | 211 | 25+ | 58 | 29 | 22 | 70 | 32 | 41 | 25— | 26 | 2 | 1 | 10 | 2 | 252 |
| tory..... | 1 | 26 | ..... | ..... | ..... | 1 | .... | 1 | 27 | 1 | ..... | ..... | ..... | ..... | 2 |
| ..... | 156 | 25+ | 34 | 20 | 21 | 61 | 20 | 48 | 25+ | 24 | 4 | 7 | 12 | 1 | 204 |
| ..... | 99 | 23+ | 25 | 12 | 14 | 32 | 16 | 25 | 25— | 14 | 3 | 1 | 6 | 1 | 124 |
| ..... | 35 | 24— | 10 | 3 | 4 | 9 | 9 | 18 | 25— | 12 | .... | 2 | 2 | 2 | 53 |
| ..... | 11 | 21— | 1 | 2 | 1 | 2 | 5 | 8 | 23— | 5 | .... | 1 | 2 | .... | 19 |
| ..... | 21 | 24+ | 4 | 4 | .... | 10 | 3 | 9 | 26+ | 4 | .... | 2 | 2 | 1 | 30 |
| ..... | 40 | 25+ | 20 | 7 | 3 | 4 | 6 | 20 | 25— | 14 | 3 | 1 | 2 | .... | 60 |
| ts..... | 125 | 24+ | 61 | 3 | 4 | 49 | 8 | 29 | 26+ | 21 | 1 | 1 | 6 | .... | 154 |
| ..... | 112 | 24+ | 25 | 5 | 11 | 56 | 15 | 21 | 29— | 16 | ..... | ..... | 5 | .... | 133 |
| ..... | 82 | 25— | 28 | 8 | 9 | 29 | 8 | 33 | 24+ | 14 | 4 | 3 | 9 | 3 | 115 |
| ..... | 17 | 25— | 4 | 3 | 1 | 4 | 5 | 16 | 23— | 5 | 1 | 1 | 6 | 3 | 33 |
| ..... | 160 | 24— | 48 | 16 | 34 | 36 | 26 | 43 | 26— | 22 | 6 | 4 | 8 | 3 | 203 |
| ..... | 19 | 26— | 6 | 1 | 7 | 2 | 3 | 13 | 26+ | 8 | .... | 3 | 2 | .... | 32 |
| ..... | 122 | 25+ | 34 | 13 | 10 | 43 | 22 | 24 | 23+ | 8 | 1 | 1 | 12 | 2 | 146 |
| ..... | 2 | 21— | 1 | ..... | ..... | 1 | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 2 |
| ire..... | 22 | 20+ | 7 | 3 | 2 | 8 | 2 | 5 | 31— | 3 | 1 | 1 | .... | .... | 27 |
| ..... | 50 | 25— | 26 | 4 | 9 | 8 | 3 | 24 | 26— | 19 | 2 | 1 | 2 | .... | 74 |
| ..... | 3 | 25+ | ..... | 1 | .... | 1 | 1 | 1 | 28 | 1 | ..... | ..... | ..... | ..... | 4 |
| ..... | 164 | 25+ | 61 | 47 | 19 | 28 | 9 | 64 | 26— | 42 | 10 | 5 | 6 | 1 | 228 |
| ia..... | 47 | 24+ | 6 | 8 | 4 | 14 | 15 | 25 | 25— | 7 | 6 | 1 | 10 | 1 | 72 |
| a..... | 14 | 26+ | 7 | 1 | 3 | 3 | .... | 12 | 24— | 9 | ..... | ..... | 3 | .... | 26 |
| ..... | 287 | 25— | 98 | 22 | 33 | 92 | 42 | 89 | 26+ | 58 | 5 | 7 | 13 | 6 | 376 |
| ..... | 7 | 25— | 2 | ..... | ..... | 1 | 4 | 2 | 21— | 2 | ..... | ..... | ..... | ..... | 9 |
| ..... | 23 | 25+ | 12 | 2 | 3 | 2 | 4 | 4 | 28— | 2 | 1 | ..... | ..... | 1 | 27 |
| ..... | 162 | 25— | 66 | 39 | 13 | 28 | 16 | 71 | 25— | 38 | 10 | 7 | 13 | 3 | 233 |
| ..... | 6 | 25— | 3 | 1 | 1 | 1 | .... | 6 | 26— | 4 | ..... | ..... | 1 | 1 | 12 |
| ia..... | 36 | 24 | 8 | 3 | 2 | 10 | 13 | 39 | 26+ | 16 | 4 | 3 | 10 | 6 | 75 |
| ..... | 17 | 25 | 5 | ..... | ..... | 11 | 1 | 3 | 20 | 1 | .... | 1 | 1 | .... | 20 |
| ..... | 49 | 24+ | 11 | 5 | 2 | 12 | 19 | 31 | 27— | 13 | 3 | .... | 11 | 4 | 80 |
| ..... | 69 | 24— | 17 | 7 | 5 | 23 | 17 | 29 | 25+ | 15 | 1 | .... | 5 | 8 | 98 |
| ..... | 18 | 25+ | 5 | 6 | .... | 4 | 3 | 3 | 22 | 1 | .... | 1 | .... | 1 | 21 |
| ..... | 8 | 23+ | ..... | 2 | 2 | 2 | 2 | 4 | 24— | 2 | 2 | ..... | ..... | ..... | 12 |
| ..... | 64 | 24— | 22 | 13 | 3 | 16 | 10 | 49 | 25— | 23 | 8 | 3 | 10 | 5 | 113 |
| ..... | 32 | 25— | 12 | 2 | 8 | 6 | 4 | 5 | 29+ | 3 | .... | 1 | 1 | .... | 37 |
| a ..... | 42 | 25+ | 15 | 6 | 4 | 11 | 6 | 19 | 27— | 9 | .... | 1 | 8 | 1 | 61 |
| ..... | 132 | 24+ | 36 | 8 | 12 | 64 | 12 | 28 | 26— | 14 | 2 | 2 | 8 | 2 | 160 |
| ..... | 16 | 26+ | 6 | 1 | 1 | 4 | 4 | 4 | 23+ | 2 | .... | .... | 1 | 1 | 20 |
| ..... | 3,104 | 25— | 1,025 | 355 | 339 | 920 | 465 | 1,146 | 25+ | 628 | 101 | 84 | 252 | 81 | 4,250 |

ddition to the above, 15 persons were examined under the provisions of Railway Mail graph 1, clause (*a*), for transfer from local post-offices to the railway mail service, all of , viz, 1 each from Georgia, Illinois, Kansas, Louisiana, Maryland, Massachusetts, South Tennessee, 2 from New York, and 4 from Minnesota. There were also 2 persons exam- ie provisions of General Rule III, section 2, clause (*c*), 1 of whom passed, and 1 failed. .6.

TABLE 3.—*Showing the number examined for clerk-copyist, the number that passed and that failed, and the legal residence, average age, and education, during the fiscal year ended June 30, 1894.*

| Legal residence. | Passed. | | | | | | | | | Failed. | | | | | | | | | Examined. | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | | Education. | | | | | | | | | Education. | | | | | | | |
| | Male. | Female. | Total. | Average age. | Common school. | Academic. | Business college. | High school. | Collegiate. | Male. | Female. | Total. | Average age. | Common school. | Academic. | Business college. | High school. | Collegiate. | Male. | Female. | Total. |
| Alabama | 33 | 6 | 39 | 28+ | 7 | 5 | 1 | 7 | 19 | 21 | 4 | 25 | 29— | 9 | 4 | 2 | 5 | 5 | 54 | 10 | 64 |
| Alaska | 1 | ..... | 1 | 24 | ..... | ..... | ..... | 1 | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 1 | ..... | 1 |
| Arkansas | 7 | 1 | 8 | 28— | 2 | ..... | ..... | 4 | 2 | 4 | 3 | 7 | 28— | 1 | 2 | ..... | ..... | 4 | 11 | 4 | 15 |
| California | 18 | 7 | 25 | 27— | 6 | 7 | 4 | 5 | 3 | ..... | 2 | 2 | 27— | 1 | ..... | ..... | ..... | 1 | 18 | 9 | 27 |
| Colorado | 5 | 2 | 7 | 28 | 1 | 2 | ..... | 2 | 2 | 1 | 1 | 2 | 26 | ..... | 1 | ..... | 1 | ..... | 6 | 3 | 9 |
| Connecticut | 2 | 8 | 10 | 30+ | 1 | 6 | ..... | 3 | ..... | 3 | ..... | 3 | 35 | ..... | 1 | 1 | 1 | ..... | 5 | 8 | 13 |
| Delaware | 5 | 1 | 6 | 28+ | 1 | 1 | ..... | 2 | 2 | ..... | 1 | 1 | 35 | 1 | ..... | ..... | ..... | ..... | 5 | 2 | 7 |
| Florida | 3 | 2 | 5 | 36— | 1 | 1 | ..... | 1 | 2 | 3 | 2 | 5 | 32+ | 1 | 1 | 2 | ..... | 1 | 6 | 4 | 10 |
| Georgia | 53 | 12 | 65 | 29+ | 7 | 9 | 5 | 16 | 28 | 17 | 8 | 25 | 28+ | 3 | 7 | 4 | 3 | 8 | 70 | 20 | 90 |
| Idaho | ..... | 1 | 1 | 48 | ..... | 1 | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 1 | 1 |
| Illinois | 70 | 25 | 95 | 28 | 7 | 21 | 8 | 27 | 32 | 24 | 3 | 27 | 28— | 7 | 1 | 2 | 12 | 5 | 94 | 28 | 122 |
| Indiana | 54 | 16 | 70 | 27— | 8 | 19 | 8 | 16 | 19 | 13 | 2 | 15 | 29+ | 4 | 2 | ..... | 5 | 4 | 67 | 18 | 85 |
| Iowa | 22 | 7 | 29 | 30— | 2 | 6 | 1 | 8 | 12 | 7 | 1 | 8 | 35+ | ..... | 4 | ..... | 1 | 3 | 29 | 8 | 37 |
| Kansas | 37 | 12 | 49 | 27 | 7 | 9 | 8 | 9 | 16 | 12 | 5 | 17 | 28— | 1 | 4 | 5 | 4 | 3 | 49 | 17 | 66 |
| Kentucky | 42 | 12 | 54 | 29— | 4 | 13 | 3 | 16 | 18 | 9 | ..... | 9 | 30— | 2 | 1 | ..... | 4 | 2 | 51 | 12 | 63 |
| Louisiana | 4 | 11 | 15 | 26+ | 1 | 4 | ..... | 8 | 2 | 6 | 4 | 10 | 23+ | 8 | ..... | ..... | 2 | ..... | 10 | 15 | 25 |
| Maine | 8 | 3 | 11 | 27— | 2 | 1 | 2 | 3 | 3 | 1 | ..... | 1 | 33 | ..... | 1 | ..... | ..... | ..... | 9 | 3 | 12 |
| Maryland | 22 | 21 | 43 | 30— | 11 | 11 | 5 | 8 | 8 | 6 | 8 | 14 | 25+ | 6 | 4 | 1 | 2 | 1 | 28 | 29 | 57 |
| Massachusetts | 18 | 8 | 26 | 30+ | 5 | 2 | 1 | 11 | 7 | 2 | 2 | 4 | 35— | 3 | 1 | ..... | ..... | ..... | 20 | 10 | 30 |
| Michigan | 39 | 18 | 57 | 26— | 5 | 3 | 4 | 35 | 10 | 8 | 4 | 12 | 34— | 3 | 3 | 3 | 3 | ..... | 47 | 22 | 69 |
| Minnesota | 19 | 11 | 30 | 32— | 4 | 5 | 2 | 10 | 9 | 5 | 3 | 8 | 35+ | 5 | ..... | 1 | 1 | 1 | 24 | 14 | 38 |
| Mississppi | 21 | 15 | 36 | 29+ | 5 | 7 | 1 | 5 | 18 | 5 | 5 | 10 | 26+ | 1 | ..... | 1 | 3 | 5 | 26 | 20 | 46 |
| Missouri | 32 | 12 | 44 | 24— | 5 | 12 | 3 | 11 | 13 | 7 | 1 | 8 | 32— | 1 | 3 | 1 | 2 | 1 | 39 | 13 | 52 |
| Montana | 2 | 1 | 3 | 28— | ..... | ..... | 1 | 1 | 1 | ..... | 1 | 1 | 26 | 1 | ..... | ..... | ..... | ..... | 2 | 2 | 4 |
| Nebraska | 13 | 8 | 21 | 29+ | 3 | 6 | 2 | 5 | 5 | 4 | 1 | 5 | 39+ | ..... | 1 | 1 | 3 | ..... | 17 | 9 | 26 |
| Nevada | 1 | ..... | 1 | 20 | ..... | ..... | ..... | ..... | ..... | 1 | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 1 | ..... | 1 |
| New Hampshire | ..... | 2 | 2 | 25 | 1 | ..... | ..... | ..... | 1 | ..... | 1 | 1 | 36 | ..... | ..... | ..... | 1 | ..... | ..... | 3 | 3 |
| New Jersey | 12 | 10 | 22 | 32 | 2 | 11 | 4 | 2 | 3 | 3 | 1 | 4 | 31 | 3 | 1 | ..... | ..... | ..... | 15 | 11 | 26 |
| New Mexico | 2 | ..... | 2 | 27— | ..... | ..... | ..... | 1 | 1 | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 2 | ..... | 2 |
| New York | 57 | 52 | 109 | 28— | 18 | 39 | 10 | 24 | 18 | 13 | 8 | 21 | 27— | 6 | 5 | ..... | 8 | 2 | 70 | 60 | 130 |
| North Carolina | 29 | 13 | 42 | 30— | 1 | 10 | ..... | 10 | 21 | 9 | 5 | 14 | 27+ | 3 | 4 | 2 | 2 | 3 | 38 | 18 | 56 |
| North Dakota | ..... | 1 | 1 | 54 | ..... | ..... | ..... | ..... | 1 | 1 | ..... | 1 | 32 | ..... | ..... | ..... | 1 | ..... | 1 | 1 | 2 |
| Ohio | 102 | 24 | 126 | 27+ | 21 | 28 | 10 | 37 | 30 | 26 | 9 | 35 | 33— | 16 | 7 | 5 | 6 | 1 | 128 | 33 | 161 |

| | | | | | | | | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| South Dakota | 4 | 2 | 6 | 36— | 1 | 1 | ..... | 3 | 1 | 1 | 1 | 2 | 32— | ..... | 1 | ..... | ..... | 1 | 5 | 3 | 8 |
| Tennessee | 22 | 7 | 29 | 26— | 2 | 3 | 2 | 7 | 15 | 12 | 1 | 13 | 26— | 3 | ..... | ..... | 2 | 8 | 34 | 8 | 42 |
| Texas | 37 | 3 | 40 | 29— | 4 | 7 | 4 | 8 | 17 | 13 | 4 | 17 | 31+ | 2 | 4 | ..... | 4 | 7 | 50 | 7 | 57 |
| Utah | 3 | 1 | 4 | 26— | 1 | ..... | ..... | 2 | 1 | 2 | ..... | 2 | 30 | 2 | ..... | ..... | ..... | ..... | 5 | 1 | 6 |
| Vermont | 4 | 2 | 6 | 30+ | ..... | 2 | ..... | 2 | 2 | 1 | ..... | 1 | 20 | ..... | ..... | 1 | ..... | ..... | 5 | 2 | 7 |
| Virginia | 11 | 18 | 29 | 29+ | 6 | 12 | 1 | 6 | 4 | 0 | 5 | 14 | 35— | 7 | 4 | 1 | 1 | 1 | 20 | 23 | 43 |
| Washington | 24 | 3 | 27 | 28+ | 5 | 3 | 2 | 7 | 10 | 2 | ..... | 2 | 23— | ..... | ..... | ..... | 2 | ..... | 26 | 3 | 29 |
| West Virginia | 11 | 8 | 19 | 25+ | 3 | 8 | 2 | 4 | 2 | 1 | 2 | 3 | 22— | 2 | 1 | ..... | ..... | ..... | 12 | 10 | 22 |
| Wisconsin | 28 | 11 | 39 | 25+ | 2 | 8 | 2 | 16 | 11 | 3 | 1 | 4 | 24 | ..... | 1 | ..... | 2 | 1 | 31 | 12 | 43 |
| Wyoming | 2 | 1 | 3 | 27— | 1 | ..... | 1 | 1 | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 2 | 1 | 3 |
| Total | 963 | 425 | 1,388 | 28+ | 185 | 319 | 106 | 376 | 402 | 284 | 110 | 394 | 29+ | 115 | 77 | 39 | 93 | 70 | 1,247 | 535 | 1,782 |

NOTE.—On January 1, 1894, the two separate examinations known as the clerk and the copyist examinations were combined into one examination to be known as the clerk-copyist examination. The applicants examined during the six months ended December 31, 1893, included in the above table under the general title clerk-copyist, were distributed as follows: Clerks, 529 males passed, 81 females passed, 116 males failed, 9 females failed; copyists, 156 males passed, 265 females passed, 90 males failed, 71 females failed.

TABLE 4.—*Showing the number who took special examinations for the departmental service, during the fiscal year*

| | Legal residence. | Bookkeeper. | | | | | | | | | | | | | | | | State Department clerk. | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | Passed. | | | | | | | | Failed. | | | | | | | | Passed. | | | | | | | |
| | | | | | Education. | | | | | | | | Education. | | | | | | | | Education. | | | | |
| | | Male. | Female. | Average age. | Common school. | Academic. | Business college. | High school. | Collegiate. | Male. | Female. | Average age. | Common school. | Academic. | Business college. | High school. | Collegiate. | Total. | Male. | Female. | Average age. | Common school. | Academic. | Business college. | High school. | Collegiate. |
| 1 | Colorado | | | | | | | | | 1 | | 27 | | | 1 | | | 1 | | | | | | | | |
| 2 | Connecticut | | | | | | | | | | | | | | | | | | | | | | | | | |
| 3 | District of Columbia | | | | | | | | | | | | | | | | | | | | | | | | | |
| 4 | Georgia | 2 | | 29+ | | | | 1 | 1 | 4 | | 31+ | | | 1 | 1 | 2 | 6 | | | | | | | | |
| 5 | Illinois | | | | | | | | | | | | | | | | | | | | | | | | | |
| 6 | Indiana | 2 | | 30+ | | | 1 | | 1 | 1 | | 21 | | | | 1 | | 3 | | | | | | | | |
| 7 | Iowa | 1 | | 24 | | | | | 1 | 3 | | 31+ | 1 | | 1 | | 1 | 4 | | | | | | | | |
| 8 | Kansas | | 1 | 25 | | | | | 1 | | 1 | 25 | 1 | | | | | 2 | | | | | | | | |
| 9 | Maine | | | | | | | | | 1 | 1 | 22+ | | 2 | | | | 2 | | | | | | | | |
| 10 | Maryland | | | | | | | | | | 1 | 21 | | | | 1 | | 1 | 1 | | 34 | | | | | 1 |
| 11 | Mississippi | | | | | | | | | 2 | | 30+ | | | 1 | 1 | | 2 | | | | | | | | |
| 12 | Missouri | 2 | | 28 | | 1 | | | 1 | | | | | | | | | 2 | | | | | | | | |
| 13 | New Jersey | 1 | | 24 | | | 1 | | | 1 | | 50 | 1 | | | | | 2 | 1 | | 24 | | 1 | | | |
| 14 | New York | | | | | | | | | 1 | | 31 | | | | | 1 | 1 | | | | | | | | |
| 15 | North Carolina | 2 | | 30 | | 1 | | | 1 | 2 | | 32+ | | | 1 | 1 | | 4 | | | | | | | | |
| 16 | Ohio | 3 | 1 | 27— | | 1 | | 2 | 1 | 3 | | 39— | | 1 | 1 | 1 | | 7 | 1 | | 24 | | | | | 1 |
| 17 | Pennsylvania | 1 | | 28 | | | 1 | | | 3 | 1 | 23 | | 1 | 1 | 2 | | 5 | 1 | | 41 | | | | | 1 |
| 18 | Rhode Island | | | | | | | | | 1 | 1 | 24+ | 1 | | 1 | | | 2 | | | | | | | | |
| 19 | South Carolina | 1 | | 24 | | | | | 1 | 2 | | 26+ | | | | 2 | | 3 | | | | | | | | |
| 20 | Texas | 1 | | 25 | 1 | | | | | 1 | | 26 | | | | | 1 | 2 | | | | | | | | |
| 21 | Virginia | | | | | | | | | | 2 | 39+ | 1 | | | 1 | | 2 | 1 | | 26 | | | | 1 | |
| 22 | Washington | | | | | | | | | 1 | | 48 | | | | | 1 | 1 | | | | | | | | |
| 23 | West Virginia | | | | | | | | | 2 | | 28 | | | | 1 | 1 | 2 | | | | | | | | |
| | Total | 16 | 2 | 27+ | 1 | 3 | 3 | 3 | 8 | 29 | 7 | 30+ | 5 | 4 | 8 | 12 | 7 | 54 | 5 | | 30— | | 1 | | 1 | 3 |

*the number that passed and that failed, the legal residence, average age, and education, ended June 30, 1894.*

| State Department clerk. | | | | | | | | | Printer's assistant and skilled helper, Bureau of Engraving and Printing, and model repairer, Patent Office. | | | | | | | | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Failed. | | | | | | | | | Passed. | | | | | | | | | Failed. | | | | | | | | | | | |
| | | | | Education. | | | | | | | | | Education. | | | | | | | | | Education. | | | | | | | |
| Male. | Female. | Average age. | Common school. | Academic. | Business college. | High school. | Collegiate. | Total. | Printers' assistant (female). | Skilled helper (male). | Model repairer (male). | Number. | Average age. | Common school. | Academic. | Business college. | High school. | Collegiate. | Printers' assistant (female). | Skilled helper (male). | Model repairer (male). | Number. | Average age. | Common school. | Academic. | Business college. | High school. | Collegiate. | Total. | |
| | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | 1 |
| | | | | | | | | | 1 | | | 1 | 25 | | 1 | | | | | | | | | | | | | | 2 |
| | | | | | | | | | 452 | 18 | 3 | 473 | 21+ | 273 | 64 | 11 | 116 | 9 | 174 | 6 | 5 | 185 | 22— | 141 | 36 | .. | 7 | 1 | 658 | 3 |
| 1 | .. | 43 | .. | 1 | .. | .. | .. | 1 | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | 4 |
| | | | | | | | | | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | 5 |
| | | | | | | | | | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | 6 |
| | | | | | | | | | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | 1 | .... | .... | 1 | 23 | .... | .... | .... | .. | 1 | 1 | 7 |
| | | | | | | | | | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | 8 |
| | | | | | | | | | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | 9 |
| .. | .. | .. | .. | .. | .. | .. | .. | 1 | 10 | .... | 1 | 11 | 22— | 6 | 3 | .... | .... | 2 | 3 | .... | 2 | 5 | 26 | 5 | .. | .... | .. | .... | 16 | 10 |
| | | | | | | | | | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | 11 |
| | | | | | | | | | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | 12 |
| | | | | | | | | 1 | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | 13 |
| | | | | | | | | | 2 | .... | .... | 2 | 20 | 2 | .. | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | 2 | 14 |
| | | | | | | | | | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | 15 |
| | | | | | | | | 1 | 2 | .... | 1 | 3 | 27+ | 3 | .. | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | 3 | 16 |
| | | | | | | | | 1 | 1 | .... | 1 | 2 | 21+ | .... | 1 | .... | 1 | .. | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | 2 | 17 |
| | | | | | | | | | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | 18 |
| | | | | | | | | | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | 19 |
| | | | | | | | | | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | 20 |
| .. | 1 | 43 | .. | .. | .. | .. | 1 | 2 | 25 | 1 | .... | 26 | 22— | 18 | 4 | .... | 3 | 1 | 8 | .... | 1 | 9 | 24— | 5 | 3 | .. | 1 | .. | 35 | 21 |
| | | | | | | | | | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | 22 |
| | | | | | | | | | 2 | .... | .... | 2 | 21+ | 1 | 1 | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | 2 | 23 |
| 1 | 1 | 43 | .. | 1 | .. | .. | 1 | 7 | 495 | 19 | 6 | 520 | 21+ | 303 | 74 | 11 | 120 | 12 | 186 | 6 | 8 | 200 | 22+ | 151 | 39 | .. | 8 | 2 | 720 | |

TABLE 4.—*Showing the number who took special examinations for the departmental service, during the fiscal year ended*

| | Legal residence. | Fourth assistant examiner (Patent Office).a | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | Passed. | | | | | | Failed. | | | | | | | |
| | | | | Education. | | | | | | Education. | | | | | |
| | | Number. | Average age. | Common school. | Academic. | Business college. | High school. | Collegiate. | Number. | Average age. | Common school. | Academic. | Business college. | High school. | Collegiate. | Total. |
| 1 | Alabama | 2 | 30 | | 1 | | | 1 | 1 | 23 | | | | | 1 | 3 |
| 2 | Arkansas | | | | | | | | | | | | | | | |
| 3 | California | | | | | | | | 2 | 25 | | | | 2 | | 2 |
| 4 | Colorado | 1 | 34 | | | | | 1 | 1 | 28 | | 1 | | | | 2 |
| 5 | Connecticut | 2 | 20+ | | | | | 2 | 5 | 25— | 1 | | | 1 | 3 | 7 |
| 6 | Delaware | | | | | | | | 1 | 33 | | 1 | | | | 1 |
| 7 | District of Columbia | | | | | | | | | | | | | | | |
| 8 | Florida | | | | | | | | | | | | | | | |
| 9 | Georgia | 1 | 26 | | | | | 1 | 9 | 25+ | | | | | 9 | 10 |
| 10 | Illinois | 6 | 26+ | | | | | 6 | 12 | 27— | | 2 | | 5 | 5 | 18 |
| 11 | Indiana | 5 | 24— | | | | | 5 | 7 | 29— | 2 | 1 | | | 4 | 12 |
| 12 | Iowa | 1 | 22 | | | | | 1 | 2 | 23+ | | 1 | | | 1 | 3 |
| 13 | Kansas | | | | | | | | 4 | 25+ | | | | | 4 | 4 |
| 14 | Kentucky | 2 | 28 | | | | | 2 | 1 | 46 | | | | 1 | | 3 |
| 15 | Louisiana | | | | | | | | 2 | 25 | | | | | 2 | 2 |
| 16 | Maine | | | | | | | | 2 | 28 | | | | | 2 | 2 |
| 17 | Maryland | 3 | 27+ | | | | | 3 | 3 | 29+ | | | | | 3 | 6 |
| 18 | Massachusetts | 18 | 24— | 1 | | | 1 | 16 | 19 | 23+ | 1 | 1 | | 2 | 15 | 37 |
| 19 | Michigan | 5 | 27— | | | | 1 | 4 | 5 | 28 | | | | 2 | 3 | 10 |
| 20 | Minnesota | 1 | 21 | | | | | 1 | 8 | 23— | | | 2 | | 6 | 9 |
| 21 | Mississippi | 1 | 29 | | 1 | | | | 1 | 26 | | | | | 1 | 2 |
| 22 | Missouri | | | | | | | | 5 | 27— | | | | 1 | 4 | 5 |
| 23 | Montana | 1 | 27 | | | | | 1 | | | | | | | | 1 |
| 24 | Nebraska | | | | | | | | 1 | 33 | | | | | 1 | 1 |
| 25 | Nevada | 1 | 32 | | | | | 1 | 1 | 24 | | | | | 1 | 2 |
| 26 | New Hampshire | | | | | | | | 2 | 23+ | | | | | 2 | 2 |
| 27 | New Jersey | 1 | 22 | | | | | 1 | 8 | 24— | 1 | 2 | | 2 | 3 | 9 |
| 28 | New York | 7 | 24+ | | | | | 7 | 10 | 25— | 1 | | | 2 | 7 | 17 |
| 29 | North Carolina | | | | | | | | | | | | | | | |
| 30 | North Dakota | | | | | | | | | | | | | | | |
| 31 | Ohio | 6 | 28— | | | | 1 | 5 | 13 | 29— | 3 | 1 | | 2 | 7 | 19 |
| 32 | Oregon | | | | | | | | | | | | | | | |
| 33 | Pennsylvania | 4 | 25+ | | | | 1 | 3 | 12 | 27— | | 2 | | 2 | 8 | 16 |
| 34 | Rhode Island | | | | | | | | 3 | 25— | 1 | | | | 2 | 3 |
| 35 | South Carolina | | | | | | | | 3 | 23 | | | | | 3 | 3 |
| 36 | South Dakota | | | | | | | | | | | | | | | |
| 37 | Tennessee | 1 | 41 | | | | 1 | | 1 | 25 | | | | | 1 | |
| 38 | Texas | | | | | | | | 1 | 22 | | 1 | | | | |
| 39 | Vermont | | | | | | | | 2 | 40+ | | | | | 2 | |
| 40 | Virginia | 3 | 27 | | | | 1 | 2 | 4 | 25— | 1 | | | | 3 | |
| 41 | Washington | | | | | | | | 1 | 23 | | | | | 1 | |
| 42 | West Virginia | | | | | | | | | | | | | | | |
| 43 | Wisconsin | 3 | 35— | | | | | 3 | 3 | 26— | | 1 | | | 2 | |
| 44 | Wyoming | | | | | | | | | | | | | | | |
| | Total | 75 | 25— | 1 | 2 | | 6 | 66 | 155 | 26+ | 11 | 14 | 2 | 22 | 106 | |

a Only males were examined for the position.

*the number that passed and that failed, the legal residence, average age, and education, June 30, 1894*—Continued.

| Post-office inspector.[a] | | | | | | | | | | | | | | | Special pension examiner.[a] | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Passed. | | | | | | | Failed. | | | | | | | | Passed. | | | | | | | Failed. | | | | | | | |
| | | Education. | | | | | | | Education. | | | | | | | | Education. | | | | | | | Education. | | | | | |
| Number. | Average age. | Common school. | Academic. | Business college. | High school. | Collegiate. | Number. | Average age. | Common school. | Academic. | Business college. | High school. | Collegiate. | Total. | Number. | Average age. | Common school. | Academic. | Business college. | High school. | Collegiate. | Number. | Average age. | Common school. | Academic. | Business college. | High school. | Collegiate. | Total. | |
| 6 | 32+ | 2 | ... | ... | ... | 4 | 3 | 42 | 2 | ... | ... | 1 | ... | 9 | ... | ... | ... | ... | ... | ... | ... | 2 | 43+ | ... | ... | ... | 1 | 1 | 2 | 1 |
| 1 | 36 | ... | ... | ... | ... | 1 | 1 | 37 | 1 | ... | ... | ... | ... | 2 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 2 |
| ... | ... | ... | ... | ... | ... | ... | 2 | 40+ | 1 | 1 | ... | ... | ... | 2 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 3 |
| 3 | 38 | ... | 1 | 1 | 1 | ... | 2 | 35+ | ... | ... | 1 | ... | 1 | 5 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 4 |
| ... | ... | ... | ... | ... | ... | ... | 1 | 30 | ... | ... | ... | ... | 1 | 1 | 1 | 26 | ... | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | 1 | 5 |
| ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 6 |
| 1 | 22 | ... | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 7 |
| 2 | 48 | 1 | ... | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | 2 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 8 |
| 3 | 26+ | ... | ... | 1 | 1 | 1 | 6 | 40+ | ... | 1 | ... | ... | 5 | 9 | 1 | 28 | ... | ... | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | 1 | 9 |
| 9 | 32+ | 3 | ... | 2 | 2 | 2 | 4 | 31 | 2 | 1 | ... | ... | 1 | 13 | 8 | 30 | 2 | ... | 1 | 4 | 1 | 13 | 39— | 5 | 1 | 1 | 2 | 4 | 21 | 10 |
| 3 | 36+ | 1 | 1 | ... | ... | 1 | 2 | 37+ | 2 | ... | ... | ... | ... | 5 | 3 | 38 | ... | 2 | ... | ... | 1 | 4 | 40 | ... | 1 | ... | 1 | 2 | 7 | 11 |
| 4 | 41— | ... | ... | ... | 1 | 3 | 1 | 39 | ... | ... | ... | ... | 1 | 5 | ... | ... | ... | ... | ... | ... | ... | 1 | 53 | 1 | ... | ... | ... | ... | 1 | 12 |
| 2 | 41 | ... | ... | ... | ... | 2 | ... | ... | ... | ... | ... | ... | ... | 2 | ... | ... | ... | ... | ... | ... | ... | 2 | 42 | ... | 2 | ... | ... | ... | 2 | 13 |
| ... | ... | ... | ... | ... | ... | ... | 2 | 30 | 1 | ... | 1 | ... | ... | 2 | 4 | 35+ | ... | 1 | ... | ... | 3 | 4 | 42 | 1 | ... | ... | ... | 3 | 8 | 14 |
| 1 | 24 | ... | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 15 |
| 2 | 42 | ... | ... | ... | 2 | ... | ... | ... | ... | ... | ... | ... | ... | 2 | ... | ... | ... | ... | ... | ... | ... | 1 | 37 | ... | ... | ... | 1 | ... | 1 | 16 |
| 1 | 22 | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | 1 | 55 | ... | 1 | ... | ... | ... | 1 | 17 |
| ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 18 |
| ... | ... | ... | ... | ... | ... | ... | 3 | 47— | 3 | ... | ... | ... | ... | 3 | 2 | 30+ | ... | ... | ... | 1 | 1 | ... | ... | ... | ... | ... | ... | ... | 2 | 19 |
| 1 | 27 | ... | ... | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | 1 | 2 | 46 | ... | 1 | ... | ... | 1 | 1 | 32 | ... | ... | ... | ... | 1 | 3 | 20 |
| 1 | 30 | ... | ... | ... | ... | 1 | 1 | 34 | ... | ... | ... | ... | 1 | 2 | 1 | 21 | ... | ... | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | 1 | 21 |
| 8 | 35+ | 3 | 2 | ... | 2 | 1 | 3 | 38+ | 1 | ... | ... | ... | 2 | 11 | 2 | 34 | ... | ... | ... | ... | 2 | ... | ... | ... | ... | ... | ... | ... | 2 | 22 |
| 1 | 40 | ... | 1 | ... | ... | ... | 1 | 32 | ... | ... | ... | ... | 1 | 2 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 23 |
| ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 24 |
| ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 25 |
| 1 | 27 | ... | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | 1 | 1 | 36 | ... | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | 1 | 26 |
| 1 | 46 | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | 1 | 2 | 25 | ... | 2 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 2 | 27 |
| 5 | 30+ | 1 | 4 | ... | ... | ... | 8 | 36— | 4 | 1 | 1 | ... | 2 | 13 | 5 | 47+ | 1 | 1 | ... | ... | 3 | ... | ... | ... | ... | ... | ... | ... | 5 | 28 |
| ... | ... | ... | ... | ... | ... | ... | 1 | 37 | ... | ... | ... | 1 | ... | 1 | 2 | 29 | ... | ... | ... | ... | 2 | ... | ... | ... | ... | ... | ... | ... | 2 | 29 |
| 1 | 26 | ... | ... | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 30 |
| 2 | 33 | ... | ... | ... | ... | 2 | 1 | 31 | 1 | ... | ... | ... | ... | 3 | 7 | 37+ | ... | 4 | 1 | 1 | 1 | 7 | 41— | 2 | 2 | ... | 1 | 2 | 14 | 31 |
| ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 1 | 51 | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 1 | 32 |
| 3 | 33+ | ... | 2 | ... | 1 | ... | 4 | 50+ | 2 | 2 | ... | ... | ... | 7 | 3 | 38 | ... | ... | ... | ... | 3 | 1 | 53 | ... | ... | ... | ... | 1 | 4 | 33 |
| ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 34 |
| ... | ... | ... | ... | ... | ... | ... | 1 | 38 | ... | ... | 1 | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 35 |
| ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 1 | 40 | ... | ... | ... | 1 | ... | 1 | 36 |
| 6 | 42+ | 2 | 1 | ... | 1 | 2 | 7 | 37+ | 3 | 1 | 1 | 1 | 1 | 13 | ... | ... | ... | ... | ... | ... | ... | 1 | 47 | ... | ... | ... | 1 | ... | 1 | 37 |
| 5 | 31— | ... | ... | 2 | 3 | ... | 5 | 41+ | ... | 4 | ... | 1 | ... | 10 | 2 | 30+ | ... | ... | ... | ... | 2 | ... | ... | ... | ... | ... | ... | ... | 2 | 38 |
| ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 1 | 56 | ... | ... | ... | ... | 1 | 1 | 39 |
| 3 | 31— | ... | ... | ... | 1 | 2 | 3 | 40 | 2 | ... | ... | ... | 1 | 6 | 1 | 61 | ... | ... | ... | 1 | ... | 1 | 36 | ... | ... | ... | ... | 1 | 2 | 40 |
| 1 | 32 | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 1 | 1 | 37 | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 1 | 41 |
| ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 1 | 23 | ... | ... | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | 1 | 42 |
| 1 | 46 | 1 | ... | ... | ... | ... | 2 | 49 | 1 | 1 | ... | ... | ... | 3 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 43 |
| 2 | 32 | 1 | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 2 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 44 |
| 80 | 35— | 16 | 13 | 8 | 18 | 25 | 64 | 39+ | 26 | 12 | 5 | 4 | 17 | 144 | 50 | 36+ | 5 | 11 | 2 | 9 | 23 | 41 | 42— | 9 | 7 | 1 | 8 | 16 | 91 | |

[a] Only males were examined for the position.

TABLE 4.—*Showing the number who took special examinations for the departmental service, during the year ended*

| | Legal residence. | Medical examiner (Pension Bureau). a | | | | | | | | | | | | | Draftsman, etc. | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | Passed. | | | | | | Failed. | | | | | | | Passed. | | | | | | | |
| | | | | Education. | | | | | | Education. | | | | | | | | Education. | | | | |
| | | Number. | Average age. | Common school. | Academic. | Business college. | High school. | Collegiate. | Number. | Average age. | Common school. | Academic. | Business college. | High school. | Collegiate. | Total. | Male. | Female. | Average age. | Common school. | Academic. | Business college. | High school. | Collegiate. |
| 1 | Alabama | | | | | | | | 1 | 49 | | | | | 1 | 1 | | | | | | | | |
| 2 | Connecticut | | | | | | | | 1 | 46 | | | | | 1 | 1 | | | | | | | | |
| 3 | District of Columbia | | | | | | | | | | | | | | | | 6 | | 26+ | | | | | 6 |
| 4 | Florida | | | | | | | | | | | | | | | | 1 | | 52 | | 1 | | | |
| 5 | Georgia | | | | | | | | | | | | | | | | 1 | | 30 | | 1 | | | |
| 6 | Illinois | | | | | | | | 2 | 33 | | | | 1 | 1 | 2 | | | | | | | | |
| 7 | Indiana | | | | | | | | 2 | 34 | | | | | 2 | 2 | | | | | | | | |
| 8 | Iowa | | | | | | | | | | | | | | | | 1 | | 32 | | | | 1 | |
| 9 | Kansas | | | | | | | | | | | | | | | | | | | | | | | |
| 10 | Kentucky | | | | | | | | 1 | 36 | | | | | 1 | 1 | 1 | | 24 | | | | | 1 |
| 11 | Maine | | | | | | | | | | | | | | | | 1 | | 29 | | 1 | | | |
| 12 | Maryland | 1 | 29 | | | | | 1 | 1 | 33 | 1 | | | | | 2 | 3 | | 22+ | | | | | 3 |
| 13 | Massachusetts | | | | | | | | | | | | | | | | | | | | | | | |
| 14 | Michigan | | | | | | | | | | | | | | | | 1 | | 32 | | | | | 1 |
| 15 | Minnesota | | | | | | | | | | | | | | | | | | | | | | | |
| 16 | Mississippi | | | | | | | | 1 | 50 | | | | | 1 | 1 | | | | | | | | |
| 17 | Missouri | | | | | | | | | | | | | | | | 1 | | 42 | | | | | 1 |
| 18 | Nebraska | | | | | | | | | | | | | | | | | | | | | | | |
| 19 | Nevada | | | | | | | | | | | | | | | | 1 | | 33 | | | | | 1 |
| 20 | New Hampshire | | | | | | | | | | | | | | | | 1 | | 24 | | 1 | | | |
| 21 | New Jersey | | | | | | | | | | | | | | | | | | | | | | | |
| 22 | New York | | | | | | | | 2 | 43 | | | | | 2 | 2 | 3 | | 22+ | 1 | | | | 2 |
| 23 | North Carolina | 1 | 26 | 1 | | | | | | | | | | | | | 1 | | | | | | | |
| 24 | Ohio | 1 | 25 | | | | | 1 | 1 | 55 | | | | | 1 | 2 | 1 | | 28 | | | | | 1 |
| 25 | Pennsylvania | 1 | 33 | | 1 | | | | | | | | | | | 1 | 3 | | 26— | | | | 1 | 2 |
| 26 | Rhode Island | | | | | | | | | | | | | | | | 1 | | 21 | 1 | | | | |
| 27 | South Carolina | | | | | | | | 2 | 27 | | | | | 2 | 2 | | | | | | | | |
| 28 | South Dakota | 1 | 45 | | | | | 1 | | | | | | | | 1 | | | | | | | | |
| 29 | Tennessee | | | | | | | | | | | | | | | | | | | | | | | |
| 30 | Texas | | | | | | | | 1 | 64 | | | | | 1 | 1 | | | | | | | | |
| 31 | Vermont | | | | | | | | | | | | | | | | | | | | | | | |
| 32 | Virginia | 1 | 30 | | | | | 1 | | | | | | | | 1 | 3 | | 29— | | | | 1 | 2 |
| 33 | Washington | | | | | | | | | | | | | | | | | 1 | 37 | | 1 | | | |
| 34 | West Virginia | 1 | 38 | | | | | 1 | 1 | 43 | | | | | 1 | 2 | | | | | | | | |
| | Total | 7 | 32+ | 1 | 1 | | | 5 | 16 | 41— | 1 | | | 1 | 14 | 23 | 29 | 1 | 28 | 2 | 5 | | 3 | 20 |

a Only males were examined for the position.

*the number that passed and that failed, the legal residence, average age, and education, June 30, 1894*—Continued.

| Draftsman, etc. | | | | | | | | | Computer, etc. | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Failed. | | | | | | | | | Passed. | | | | | | Failed. | | | | | | | |
| | | | Education. | | | | | | | | Education. | | | | | | Education. | | | | | | |
| Male. | Female. | Average age. | Common school. | Academic. | Business college. | High school. | Collegiate. | Total. | Number (male). | Average age. | Common school. | Academic. | Business college. | High school. | Collegiate. | Number (male). | Average age. | Common school. | Academic. | Business college. | High school. | Collegiate. | Total. | |
| ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 1 | 23 | ... | ... | ... | ... | 1 | 1 | 1 |
| ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 1 | 27 | ... | ... | ... | ... | 1 | 1 | 2 |
| 19 | ... | 32– | 8 | 2 | ... | 4 | 5 | 25 | 1 | 40 | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 1 | 3 |
| ... | ... | ... | ... | ... | ... | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 4 |
| 1 | ... | 22 | ... | ... | ... | ... | 1 | 2 | ... | ... | ... | ... | ... | ... | ... | 1 | 24 | ... | ... | ... | ... | 1 | 1 | 5 |
| 1 | ... | 25 | ... | ... | ... | ... | 1 | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 6 |
| ... | ... | ... | ... | ... | ... | ... | ... | ... | 1 | 21 | ... | ... | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | 1 | 7 |
| ... | ... | ... | ... | ... | ... | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 8 |
| 1 | ... | 41 | ... | ... | ... | 1 | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 9 |
| 2 | ... | 33 | ... | ... | ... | ... | 2 | 3 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 10 |
| ... | ... | ... | ... | ... | ... | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 11 |
| 8 | ... | 35+ | ... | ... | ... | ... | 8 | 11 | ... | ... | ... | ... | ... | ... | ... | 4 | 27 | ... | ... | ... | ... | 4 | 4 | 12 |
| 3 | ... | 31 | ... | ... | 1 | 1 | 1 | 3 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 13 |
| 2 | ... | 24+ | ... | 1 | ... | ... | 1 | 3 | 1 | 26 | ... | ... | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | 1 | 14 |
| 1 | ... | 22 | ... | 1 | ... | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | 1 | 23 | ... | ... | ... | ... | 1 | 1 | 15 |
| ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 16 |
| 1 | ... | 44 | ... | ... | ... | 1 | ... | 2 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 17 |
| 1 | ... | 39 | ... | ... | ... | ... | 1 | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 18 |
| ... | ... | ... | ... | ... | ... | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 19 |
| 1 | ... | 29 | ... | ... | ... | ... | 1 | 2 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 20 |
| ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 1 | 24 | ... | ... | ... | ... | 1 | 1 | 21 |
| 6 | ... | 30+ | 1 | ... | ... | 2 | 3 | 9 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 22 |
| 2 | ... | 43 | ... | 1 | ... | 1 | ... | 2 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 23 |
| 2 | ... | 25+ | ... | ... | ... | 1 | 1 | 3 | 2 | 25+ | ... | ... | ... | ... | 2 | 2 | 24 | ... | ... | ... | ... | 2 | 4 | 24 |
| 1 | 1 | 24 | ... | ... | ... | 1 | 1 | 5 | ... | ... | ... | ... | ... | ... | ... | 4 | 26– | ... | ... | ... | ... | 4 | 4 | 25 |
| 1 | ... | 20 | 1 | ... | ... | ... | ... | 2 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 26 |
| ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 27 |
| ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 28 |
| 1 | ... | 25 | ... | ... | ... | ... | 1 | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 29 |
| ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 30 |
| ... | ... | ... | ... | ... | ... | ... | ... | ... | 1 | 29 | ... | ... | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | 1 | 31 |
| 8 | 1 | 32+ | 1 | 1 | ... | 3 | 4 | 12 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 32 |
| ... | ... | ... | ... | ... | ... | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 33 |
| 1 | ... | 25 | 1 | ... | ... | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 34 |
| 63 | 2 | 32– | 12 | 5 | 2 | 15 | 31 | 95 | 6 | 28– | 1 | ... | ... | ... | 5 | 15 | 25+ | ... | ... | ... | ... | 15 | 21 | |

TABLE 4.—*Showing the number who took special examinations for the departmental service, during the year ended*

| | Legal residence. | Nautical expert, etc. | | | | | | |
|---|---|---|---|---|---|---|---|---|
| | | Passed. | | | | | | |
| | | | | Education. | | | | |
| | | Number (male). | Average age. | Common school. | Academic. | Business college. | High school. | Collegiate. |
| 1 | Alabama | 1 | 33 | ..... | 1 | ..... | ..... | ..... |
| 2 | Arkansas | ..... | ..... | ..... | ..... | ..... | ..... | ..... |
| 3 | Colorado | ..... | ..... | ..... | ..... | ..... | ..... | ..... |
| 4 | District of Columbia | ..... | ..... | ..... | ..... | ..... | ..... | ..... |
| 5 | Illinois | ..... | ..... | ..... | ..... | ..... | ..... | ..... |
| 7 | Indiana | ..... | ..... | ..... | ..... | ..... | ..... | ..... |
| 6 | Kansas | ..... | ..... | ..... | ..... | ..... | ..... | ..... |
| 8 | Kentucky | ..... | ..... | ..... | ..... | ..... | ..... | ..... |
| 9 | Louisiana | ..... | ..... | ..... | ..... | ..... | ..... | ..... |
| 10 | Maine | ..... | ..... | ..... | ..... | ..... | ..... | ..... |
| 11 | Maryland | ..... | ..... | ..... | ..... | ..... | ..... | ..... |
| 12 | Massachusetts | ..... | ..... | ..... | ..... | ..... | ..... | ..... |
| 13 | Michigan | ..... | ..... | ..... | ..... | ..... | ..... | ..... |
| 14 | Mississippi | ..... | ..... | ..... | ..... | ..... | ..... | ..... |
| 15 | Missouri | ..... | ..... | ..... | ..... | ..... | ..... | ..... |
| 16 | Nebraska | ..... | ..... | ..... | ..... | ..... | ..... | ..... |
| 17 | New Jersey | ..... | ..... | ..... | ..... | ..... | ..... | ..... |
| 18 | New York | 2 | 27+ | ..... | ..... | ..... | ..... | 2 |
| 19 | North Carolina | 1 | 33 | ..... | ..... | ..... | ..... | 1 |
| 20 | Ohio | ..... | ..... | ..... | ..... | ..... | ..... | ..... |
| 21 | Oregon | ..... | ..... | ..... | ..... | ..... | ..... | ..... |
| 22 | Pennsylvania | ..... | ..... | ..... | ..... | ..... | ..... | ..... |
| 23 | Rhode Island | ..... | ..... | ..... | ..... | ..... | ..... | ..... |
| 24 | South Carolina | ..... | ..... | ..... | ..... | ..... | ..... | ..... |
| 25 | Texas | ..... | ..... | ..... | ..... | ..... | ..... | ..... |
| 26 | Vermont | 1 | 59 | ..... | ..... | ..... | ..... | 1 |
| 27 | Virginia | ..... | ..... | ..... | ..... | ..... | ..... | ..... |
| | Total | 5 | 36 | ..... | 1 | ..... | ..... | 4 |

NOTE.—The competitors in the draftsman examination were as follows: architectural draftsman, War Department, 3 males passed, 8 males failed; chart corrector, 1 male passed, 1 female passed, 3 males failed; copyist mechanical drawings, 2 males passed, 6 males failed, 2 females failed; mechanical draftsman (general), 2 males passed, 4 males failed; topographic draftsman, Coast Survey, 3 males passed; topographic draftsman (general), 14 males passed, 37 males failed; surveyor's clerk, 4 males passed, 5 males failed. The computers were distributed as follows: expert computer, Hydrographic Office, 6 failed; assistant computer, Nautical Almanac Office, 1 passed, 6 failed; computers, Naval Observatory, 5 passed, 3 failed. Nautical experts, etc., includes clerks, Naval Intelligence Office, of whom 2 passed and 9 failed. The specials for the United States Fish Commission were subdivided as follows: Fish culturist, 2 passed, 4 failed; superintendent of station, 3 passed, 6 failed; statistical and fishery clerk, 3 passed, 18 failed; car messenger, 3 failed.

*the number that passed and that failed, the legal residence, average age, and education, June 30, 1894*—Continued.

| Nautical expert, etc. | | | | | | | | Specials for United States Fish Commission. | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Failed. | | | | | | | | Passed. | | | | | | | Failed. | | | | | | |
| | | Education. | | | | | | | | Education. | | | | | | | Education. | | | | | |
| Number (male). | Average age. | Common school. | Academic. | Business college. | High school. | Collegiate. | Total. | Number (males). | Average age. | Common school. | Academic. | Business college. | High school. | Collegiate. | Number (males). | Average age. | Common school. | Academic. | Business college. | High school. | Collegiate. | Total. | |
| | | | | | | | 1 | | | | | | | | | | | | | | | | 1 |
| | | | | | | | | 1 | 32 | 1 | | | | | 1 | 37 | 1 | | | | | 2 | 2 |
| | | | | | | | | | | | | | | | 1 | 41 | | 1 | | | | 1 | 3 |
| 6 | 31+ | 3 | | 1 | 1 | 1 | 6 | | | | | | | | | | | | | | | | 4 |
| | | | | | | | | | | | | | | | 1 | 25 | | | | 1 | | 1 | 5 |
| 1 | 24 | | | | | 1 | 1 | | | | | | | | 2 | 33 | 1 | 1 | | | | 2 | 6 |
| 1 | 21 | | | | | 1 | 1 | | | | | | | | | | | | | | | | 7 |
| | | | | | | | | | | | | | | | 3 | 33– | 2 | | | | 1 | 3 | 8 |
| | | | | | | | | | | | | | | | 1 | 48 | | | | | 1 | 1 | 9 |
| | | | | | | | | 1 | 38 | | | | 1 | | 4 | 39 | 3 | | | | 1 | 5 | 10 |
| 2 | 43 | | 2 | | | | 2 | | | | | | | | 2 | 35 | 1 | | | 1 | | 2 | 11 |
| | | | | | | | | 1 | 29 | | | 1 | | | | | | | | | | 1 | 12 |
| | | | | | | | | 2 | 36+ | | | | 1 | 1 | 1 | 27 | 1 | | | | | 3 | 13 |
| 1 | 22 | | | | | 1 | 1 | | | | | | | | | | | | | | | | 14 |
| | | | | | | | | 1 | 38 | | | | | 1 | | | | | | | | 1 | 15 |
| | | | | | | | | | | | | | | | 1 | 55 | | | | 1 | | 1 | 16 |
| 1 | 22 | | | | | 1 | 1 | | | | | | | | | | | | | | | | 17 |
| | | | | | | | 2 | | | | | | | | 1 | 32 | 1 | | | | | 1 | 18 |
| 1 | 33 | | | | | 1 | 2 | | | | | | | | | | | | | | | | 19 |
| | | | | | | | | | | | | | | | 1 | 46 | 1 | | | | | 1 | 20 |
| | | | | | | | | | | | | | | | 1 | 47 | | | | | 1 | 1 | 21 |
| | | | | | | | | | | | | | | | 4 | 34– | 1 | 1 | | 2 | | 4 | 22 |
| | | | | | | | | 1 | 24 | | | | | 1 | | | | | | | | 1 | 23 |
| | | | | | | | | | | | | | | | 1 | 23 | | | | | 1 | 1 | 24 |
| | | | | | | | | | | | | | | | 2 | 36+ | | | | | 2 | 2 | 25 |
| | | | | | | | 1 | 1 | 33 | | 1 | | | | | | | | | | | 1 | 26 |
| | | | | | | | | | | | | | | | 4 | 39 | | 1 | | | 3 | 4 | 27 |
| 13 | 30+ | 3 | 2 | 1 | 1 | 6 | 18 | 8 | 33+ | 1 | 1 | 1 | 2 | 3 | 31 | 37– | 12 | 4 | | 5 | 10 | 39 | |

TABLE 5.—*Showing the number who took special examinations for positions in the United States Department of Agriculture, the number that passed and that failed, and the legal residence, average age, and education, during the fiscal year ended June 30, 1894.*

| Legal residence. | Passed. | | | | | | | | | Failed. | | | | | | | | | Examined. | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | | Education. | | | | | | | | | Education. | | | | | | | |
| | Male. | Female. | Total. | Average age. | Common school. | Academic. | Business college. | High school. | Collegiate. | Male. | Female. | Total. | Average age. | Common school. | Academic. | Business college. | High school. | Collegiate. | Male. | Female. | Total. |
| Alabama | 1 | | 1 | 22 | | | | | 1 | | | | | | | | | | 1 | | 1 |
| California | | | | | | | | | | 1 | | 1 | 71 | | 1 | | | | 1 | | 1 |
| Colorado | 2 | | 2 | 29+ | 1 | | | | 1 | | | | | | | | | | 2 | | 2 |
| Connecticut | 2 | | 2 | 30 | | | | | 2 | 1 | | 1 | 30 | | | | | 1 | 3 | | 3 |
| District of Columbia | 11 | 1 | 12 | 32+ | 4 | 2 | | 2 | 4 | 12 | 3 | 15 | 37— | 9 | | | 2 | 4 | 23 | 4 | 27 |
| Georgia | 3 | | 3 | 38 | 2 | | | 1 | | 1 | 1 | 2 | 21 | | | | 1 | 1 | 4 | 1 | 5 |
| Idaho | 1 | | 1 | 23 | | | | 1 | | | | | | | | | | | 1 | | 1 |
| Illinois | 1 | | 1 | 30 | | | | | 1 | 9 | | 9 | 35— | 3 | | | | 6 | 10 | | 10 |
| Indiana | 4 | 1 | 5 | 33+ | 2 | | | 1 | 2 | 3 | | 3 | 27 | | | | 1 | 2 | 7 | 1 | 8 |
| Iowa | 4 | | 4 | 23+ | | | | 1 | 3 | 3 | | 3 | 28+ | 1 | | | | 2 | 7 | | 7 |
| Kansas | 4 | | 4 | 26+ | | 2 | | | 2 | 3 | | 3 | 35+ | | | 1 | | 2 | 7 | | 7 |
| Kentucky | 2 | | 2 | 33+ | | | | | 2 | 1 | 1 | 2 | 33+ | | 1 | | | 1 | 3 | 1 | 4 |
| Louisiana | 1 | | 1 | 23 | | 1 | | | | | | | | | | | | | 1 | | 1 |
| Maine | | | | | | | | | | 1 | | 1 | 31 | | | | | 1 | 1 | | 1 |
| Maryland | 4 | | 4 | 23+ | 1 | | | | 3 | 11 | 1 | 12 | 34+ | 1 | 5 | | 1 | 5 | 15 | 1 | 16 |
| Massachusetts | 7 | | 7 | 25+ | | 1 | | 1 | 5 | 2 | | 2 | 35+ | 1 | | | | 1 | 9 | | 9 |
| Michigan | 6 | | 6 | 27+ | | | | 2 | 4 | 2 | 2 | 4 | 36+ | 1 | 1 | | 2 | | 8 | 2 | 10 |
| Minnesota | | | | | | | | | | 2 | | 2 | 34+ | | 1 | | | 1 | 2 | | 2 |
| Mississippi | 1 | | 1 | 25 | | | | | 1 | | | | | | | | | | 1 | | 1 |
| Missouri | 1 | | 1 | 29 | | | 1 | | | 1 | 1 | 2 | 37+ | | 1 | 1 | | | 2 | 1 | 3 |
| Nebraska | 5 | | 5 | 29 | | 1 | | 1 | 3 | 1 | | 1 | 61 | | | | | 1 | 6 | | 6 |
| New Jersey | 1 | | 1 | 21 | | | | 1 | | 2 | | 2 | 32 | | | | | 2 | 3 | | 3 |
| New Mexico | | | | | | | | | | 1 | | 1 | 29 | | | 1 | | | 1 | | 1 |
| New York | 6 | 1 | 7 | 31+ | | 1 | | 1 | 5 | 10 | 2 | 12 | 26— | 1 | 3 | 1 | | 7 | 16 | 3 | 19 |
| Ohio | 1 | | 1 | 22 | | | | 1 | | 4 | 1 | 5 | 29— | | 1 | | 1 | 3 | 5 | 1 | 6 |
| Oregon | | | | | | | | | | 1 | | 1 | 24 | 1 | | | | | 1 | | 1 |
| Pennsylvania | 2 | | 2 | 25 | | | | | 2 | 5 | 2 | 7 | 33 | | | | 3 | 4 | 7 | 2 | 9 |
| South Carolina | | | | | | | | | | 1 | | 1 | 56 | | | | | 1 | 1 | | 1 |
| Tennessee | 1 | | 1 | 21 | | 1 | | | | 2 | 1 | 3 | 24— | | 1 | | | 2 | 3 | 1 | 4 |
| Texas | 2 | | 2 | 35+ | | | 1 | | 1 | | | | | | | | | | 2 | | 2 |
| Utah | 2 | | 2 | 34 | | | | | 2 | 2 | | 2 | 41+ | 1 | | | | 1 | 4 | | 4 |
| Vermont | 2 | | 2 | 41+ | | | | | 2 | 1 | | 1 | 30 | | | | | 1 | 3 | | 3 |
| Virginia | | 1 | 1 | 26 | 1 | | | | | 6 | | 7 | 27 | | 3 | | 1 | 3 | 6 | 2 | 8 |
| Washington | | | | | | | | | | 1 | | 1 | 22 | | | 1 | | | 1 | | 1 |
| Wisconsin | | | | | | | | | | 2 | | 2 | 43+ | | | | 1 | 1 | 2 | | 2 |
| Total | 77 | 4 | 81 | 29+ | 11 | 9 | 2 | 13 | 46 | 92 | 16 | 108 | 33— | 19 | 18 | 5 | 13 | 53 | 169 | 20 | 189 |

The preceding table includes the following kinds of examinations:

| Designation. | Examined. | Passed. | | Failed. | |
|---|---|---|---|---|---|
| | | Male. | Female. | Male. | Female. |
| Artists and draftsmen | 20 | 4 | ..... | 16 | ..... |
| Meat inspectors | 31 | 3 | ..... | 28 | ..... |
| Ornithological clerks | 2 | 2 | ..... | ..... | ..... |
| Librarians | 13 | 1 | ..... | 12 | ..... |
| Assistant botanists | 7 | 1 | ..... | 6 | ..... |
| Assistant pathologists | 19 | 2 | 2 | 2 | 13 |
| Proofreaders and bibliographers | 1 | 1 | ..... | ..... | ..... |
| Proofreaders and editorial clerks | 23 | 11 | ..... | 12 | ..... |
| Botanical editors | 2 | 2 | ..... | ..... | ..... |
| Agricultural editors | 2 | 1 | ..... | 1 | ..... |
| Copyist and bibliographers | 5 | ..... | 1 | 1 | 3 |
| Forestry clerks | 1 | 1 | ..... | ..... | ..... |
| Horticultural and entomological editors | 9 | 5 | ..... | 4 | ..... |
| Meteorological clerks | 12 | 10 | 1 | 1 | ..... |
| Assistant meteorological observers | 42 | 33 | ..... | 9 | ..... |
| Total | 189 | 77 | 4 | 92 | 16 |

TABLE 6.—*Showing the number who took noncompetitive examinations under the provisions clause (c), the number that passed and that failed, the legal residence,*

| | Legal residence. | General Rule III, section 2. | | | | | | | | | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | Passed. | | | | | | | | | | Failed. | | | | | | | | | | | |
| | | Clause (b). | | Clause (d). | | | | Education. | | | | | Clause (b). | | Clause (d). | | | | Education. | | | | | |
| | | Male. | Female. | Male. | Female. | Number. | Average age. | Common school. | Academic. | Business college. | High school. | Collegiate. | Male. | Female. | Male. | Female. | Number. | Average age. | Common school. | Academic. | Business college. | High school. | Collegiate. | Total. |
| 1 | Alabama | | | | | | | | | | | | | | | | | | | | | | |
| 2 | Arkansas | | | | | | | | | | | | | | | | | | | | | | |
| 3 | California | | | 1 | | 1 | 43 | | | | | 1 | | | | | | | | | | | 1 |
| 4 | Delaware | | | 1 | | 1 | 30 | 1 | | | | | | | | | | | | | | | 1 |
| 5 | Georgia | | | 3 | | 3 | 30+ | 3 | | | | | | | 1 | | 1 | 35 | 1 | | | | 4 |
| 6 | Illinois | 1 | | 4 | | 5 | 37 | 4 | | | | 1 | | | | | | | | | | | 5 |
| 7 | Indiana | | | 1 | | 1 | 49 | | | | | 1 | | | | | | | | | | | 1 |
| 8 | Iowa | | | 1 | | 1 | 22 | 1 | | | | | | | | | | | | | | | 1 |
| 9 | Kansas | 1 | | | | 1 | 51 | 1 | | | | | | | 1 | | 1 | 41 | | | | 1 | 2 |
| 10 | Kentucky | | | 1 | | 1 | 33 | | | | | 1 | | | 1 | | 1 | 44 | 1 | | | | 2 |
| 11 | Louisiana | | | | | | | | | | | | | | | | | | | | | | |
| 12 | Maryland | | | 1 | | 1 | 25 | 1 | | | | | | | 2 | | 2 | 61 | | | | 2 | 3 |
| 13 | Massachusetts | | | | | | | | | | | | | | | | | | | | | | |
| 14 | Minnesota | | | 2 | | 2 | 50 | 1 | 1 | | | | | | | | | | | | | | 2 |
| 15 | Mississippi | | | 1 | | 1 | 47 | | | | 1 | | | | 2 | | 2 | 22 | 2 | | | | 3 |
| 16 | Missouri | 1 | | | | 1 | 18 | 1 | | | | | | | | | | | | | | | 1 |
| 17 | Nebraska | | | | | | | | | | | | | | | | | | | | | | |
| 18 | New Jersey | | | | | | | | | | | | | | | | | | | | | | |
| 19 | New York | 1 | 1 | | 1 | 3 | 42— | 1 | | | 1 | 1 | | | 1 | | 1 | 55 | | | | 1 | 4 |
| 20 | North Carolina | | | 1 | | 1 | 48 | | | | | 1 | | | | | | | | | | | 1 |
| 21 | Ohio | | | 3 | | 3 | 46+ | 2 | 1 | | | | | | 1 | | 1 | 49 | 1 | | | | 4 |
| 22 | Pennsylvania | | | 2 | | 2 | 52+ | 1 | | | | 1 | 1 | | 1 | | 2 | 38 | 1 | | | 1 | 4 |
| 23 | Texas | | | | | | | | | | | | | | | | | | | | | | |
| 24 | Virginia | 1 | | 2 | | 3 | 32— | | | | 2 | 1 | | | 1 | | 1 | 47 | | 1 | | | 4 |
| 25 | West Virginia | | | | | | | | | | | | | | | | | | | | | | |
| 26 | Wisconsin | | | 1 | | 1 | 33 | | 1 | | | | | | | | | | | | | | 1 |
| | Total | 5 | 1 | 25 | 1 | 32 | 39— | 17 | 3 | | 4 | 8 | 1 | | 11 | | 12 | 43— | 6 | 1 | | 5 | 44 |

Examined under Departmental Rule VIII, section 1, clause (*a*), [29 males, 4 females, of whom 23 males passed, 4 females passed, 6 males failed] ..... 33

Examined under Departmental Rule IX, section 1, clause (*b*), [6 males, 3 females, of whom 6 males passed, 3 females passed (in the clerk-copyist examination)] ..... 9

Examined under Departmental Rule IX, section 4, [2 males (1 as fourth assistant examiner and 1 as statistical and fishery clerk)] ..... 2

Aggregate, including examinations under Rule III, section 2, and Rule VIII, section 1, clause (*c*) ..... 121

*of General Rule III, section 2, clauses (b) and (d), and Departmental Rule VIII, section 1, average age, and education, during the fiscal year ended June 30, 1894*

| Departmental Rule VIII, section 1, clause (c). | | | | | | | | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Passed. | | | | | | | | | Failed. | | | | | | | | | | | |
| | | | | Education. | | | | | | | | | Education. | | | | | | | |
| Male. | Female. | Number. | Average age. | Common school. | Academic. | Business college. | High school. | Collegiate. | Male. | Female. | Number. | Average age. | Common school. | Academic. | Business college. | High school. | Collegiate. | Total. | Aggregate. | |
| 1 | .... | 1 | 23 | .... | 1 | .... | .... | .... | .... | .... | .... | ..... | .... | .... | .... | .... | .... | 1 | 1 | 1 |
| 1 | .... | 1 | 30 | .... | .... | .... | .... | 1 | .... | .... | .... | ..... | .... | .... | .... | .... | .... | 1 | 1 | 2 |
| .... | .... | .... | ..... | .... | .... | .... | .... | .... | .... | .... | .... | ..... | .... | .... | .... | .... | .... | .... | 1 | 3 |
| .... | .... | .... | ..... | .... | .... | .... | .... | .... | .... | .... | .... | ..... | .... | .... | .... | .... | .... | .... | 1 | 4 |
| 1 | .... | 1 | 33 | .... | .... | .... | .... | 1 | 1 | .... | 1 | 37 | 1 | .... | .... | .... | .... | 2 | 6 | 5 |
| 1 | .... | 1 | 31 | 1 | .... | .... | .... | .... | .... | .... | .... | ..... | .... | .... | .... | .... | .... | 1 | 6 | 6 |
| .... | .... | .... | ..... | .... | .... | .... | .... | .... | 1 | .... | 1 | 43 | .... | .... | .... | .... | 1 | 1 | 2 | 7 |
| .... | .... | .... | ..... | .... | .... | .... | .... | .... | .... | .... | .... | ..... | .... | .... | .... | .... | .... | .... | 1 | 8 |
| .... | .... | .... | ..... | .... | .... | .... | .... | .... | .... | .... | .... | ..... | .... | .... | .... | .... | .... | .... | 2 | 9 |
| .... | .... | .... | ..... | .... | .... | .... | .... | .... | .... | .... | .... | ..... | .... | .... | .... | .... | .... | .... | 2 | 10 |
| 1 | .... | 1 | 23 | .... | .... | .... | .... | 1 | 1 | .... | 1 | 30 | 1 | .... | .... | .... | .... | 2 | 2 | 11 |
| 1 | .... | 1 | 39 | .... | .... | .... | .... | 1 | .... | .... | .... | ..... | .... | .... | .... | .... | .... | 1 | 4 | 12 |
| 5 | .... | 5 | 28+ | 3 | .... | .... | 2 | .... | .... | .... | .... | ..... | .... | .... | .... | .... | .... | 5 | 5 | 13 |
| .... | .... | .... | ..... | .... | .... | .... | .... | .... | .... | .... | .... | ..... | .... | .... | .... | .... | .... | .... | 2 | 14 |
| .... | .... | .... | ..... | .... | .... | .... | .... | .... | .... | .... | .... | ..... | .... | .... | .... | .... | .... | .... | 3 | 15 |
| 2 | .... | 2 | 32 | 1 | 1 | .... | .... | .... | .... | .... | .... | ..... | .... | .... | .... | .... | .... | 2 | 3 | 16 |
| 1 | .... | 1 | 32 | .... | .... | .... | .... | 1 | .... | .... | .... | ..... | .... | .... | .... | .... | .... | 1 | 1 | 17 |
| .... | .... | .... | ..... | .... | .... | .... | .... | .... | 1 | .... | 1 | 27 | 1 | .... | .... | .... | .... | 1 | 1 | 18 |
| 7 | .... | 7 | 25— | 3 | 1 | .... | 1 | 2 | .... | .... | .... | ..... | .... | .... | .... | .... | .... | 7 | 11 | 19 |
| .... | .... | .... | ..... | .... | .... | .... | .... | .... | .... | .... | .... | ..... | .... | .... | .... | .... | .... | .... | 1 | 20 |
| 2 | .... | 2 | 33 | 1 | .... | .... | 1 | .... | 1 | .... | 1 | 29 | 1 | .... | .... | .... | .... | 3 | 7 | 21 |
| 1 | .... | 1 | 20 | 1 | .... | .... | .... | .... | .... | .... | .... | ..... | .... | .... | .... | .... | .... | 1 | 5 | 22 |
| .... | .... | .... | ..... | .... | .... | .... | .... | .... | 1 | .... | 1 | 34 | .... | .... | .... | 1 | .... | 2 | 1 | 23 |
| .... | .... | .... | ..... | .... | .... | .... | .... | .... | .... | .... | .... | ..... | .... | .... | .... | .... | .... | .... | 4 | 24 |
| .... | .... | .... | ..... | .... | .... | .... | .... | .... | 1 | .... | 1 | 40 | 1 | .... | .... | .... | .... | 1 | 1 | 25 |
| .... | .... | .... | ..... | .... | .... | .... | .... | .... | 2 | .... | 2 | 43 | .... | .... | 2 | .... | .... | 2 | 3 | 26 |
| 24 | .... | 24 | 28+ | 10 | 3 | .... | 4 | 7 | 9 | .... | 9 | 36+ | 5 | .... | 2 | 1 | 1 | 33 | 77 | |

NOTE.—Under General Rule III, section 2, clause (*b*), 3 males and 1 female passed the clerk-copyist examination, 1 male passed and 1 failed in the railway mail service examination, and 1 male passed as indexer and editor.

Under General Rule III, section 2, clause (*d*), 25 males passed as follows: 2 clerk-copyists; 1 pressman and compositor; 1 engineer, Pension Bureau; 1 fish culturist; 1 special agent, Department of Labor; 1 machinist; 5 board of pension appeals; 4 captains of watch; 4 lieutenants of watch; 2 assistant engineers, Treasury Department; 1 railway mail service; 1 qualified surgeon, and 1 engineer. Eleven males failed, viz, 3 clerk-copyists; 4 board of pension appeals; 1 lieutenant of watch; 2 qualified surgeons; and 1 fish culturist. One female passed as clerk-copyist. Two examinations were canceled for failure to file applications.

Under Departmental Rule VIII, section 1, clause (*a*), 23 males passed, as follows: 17 clerk-copyists; 4 post-office inspectors; 1 draftsman, and 1 special examiner. Six males failed, viz, 3 clerk-copyists; 2 post-office inspectors, and 1 special examiner. Four females passed clerk-copyists.

Under Departmental Rule VIII, section 1, clause (*c*), 24 males passed, as follows: 13 clerk-copyists and 11 post-office inspectors. Nine males failed, as follows: 1 clerk-copyist and 8 post-office inspectors.

The rules allowing noncompetitive examinations provide as follows: General Rule III, 2, (*b*), transfer from an excepted to a nonexcepted place; General Rule III, 2, (*d*), appointment to a place requiring special technical ability; Departmental Rule VIII, 1, (*a*), transfer from one Department to another; Departmental Rule VIII, 1, (*c*), transfer from classified post-office or railway mail service to Post-Office Department; Departmental Rule IX, 1, (*b*), promotion from copyist to clerk; Departmental Rule IX, 4, promotions, general.

TABLE 7.—*Showing the number examined for the Indian service, the number that the fiscal year ended*

| | Legal residence. | Passed. | | | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | Superintendent and assistant superintendent. | | Teacher. | | | Matron. | | Physician. | | | Education. | | | | | |
| | | Male. | Average age. | Male. | Female. | Average age. | Female. | Average age. | Male. | Female. | Average age. | Common school. | Academic. | Business college. | High school. | Collegiate. | Total. |
| 1 | Alabama | | | | | | | | 1 | | 27 | | | | | 1 | 1 |
| 2 | Arizona | | | | | | | | 1 | | 26 | | | | | 1 | 1 |
| 3 | Arkansas | | | | | | 1 | 28 | 2 | | 35+ | | | | 1 | 2 | 3 |
| 4 | California | 2 | 31+ | | 2 | 34+ | | | 2 | | 34 | 1 | 3 | | 2 | | 6 |
| 5 | Colorado | 1 | 27 | 1 | 1 | 29+ | 3 | 37 | 1 | | 29 | 2 | | 1 | 2 | 2 | 7 |
| 6 | District of Columbia | | | 1 | 1 | 25 | 5 | 20+ | 2 | | 25+ | 3 | 1 | | 2 | 3 | 9 |
| 7 | Idaho | 1 | 37 | | | | | | | | | | | | | 1 | 1 |
| 8 | Illinois | 3 | 32 | 7 | 2 | 32 | 2 | 45 | 1 | | 32 | 3 | 5 | | 1 | 6 | 15 |
| 9 | Indiana | 6 | 34+ | 2 | 1 | 29— | 1 | 26 | | | | | 2 | 2 | 1 | 5 | 10 |
| 10 | Indian Territory | | | | 1 | 27 | | | | | | | | | 1 | | 1 |
| 11 | Iowa | 1 | 37 | 1 | 4 | 27+ | | | | | | 1 | 1 | | 3 | 1 | 6 |
| 12 | Kansas | 9 | 29— | 12 | 18 | 26+ | 8 | 41+ | | | | 3 | 17 | | 8 | 14 | 42 |
| 13 | Kentucky | 1 | 25 | 1 | | 22 | 1 | 38 | 1 | | 28 | 1 | 1 | | | 2 | 4 |
| 14 | Louisiana | 1 | 20 | | 1 | 21 | | | | | | | | | 1 | 1 | 2 |
| 15 | Maryland | 1 | 31 | | 1 | 21 | | | 1 | | 25 | | | | | 3 | 3 |
| 16 | Massachusetts | | | | 2 | 38 | | | | | | | 1 | | | 1 | 2 |
| 17 | Michigan | 8 | 30— | 3 | 1 | 24+ | 2 | 27+ | | | | 1 | 6 | | 3 | 4 | 14 |
| 18 | Minnesota | | | | | | | | 2 | | 44 | | 1 | | | 1 | 2 |
| 19 | Mississippi | | | 2 | 1 | 25+ | | | 3 | | 27+ | | 1 | | 2 | 3 | 6 |
| 20 | Missouri | 3 | 27+ | 2 | 3 | 26+ | 6 | 38+ | | | | 2 | 4 | | 2 | 6 | 14 |
| 21 | Montana | | | | 1 | 29 | 1 | 26 | | | | | 1 | | 1 | | 2 |
| 22 | Nebraska | 6 | 30— | 5 | 2 | 30+ | 3 | 42+ | 1 | | 27 | 1 | 7 | 1 | 3 | 5 | 17 |
| 23 | Nevada | | | | 1 | 26 | | | | | | | | | 1 | | 1 |
| 24 | New Jersey | | | | | | 2 | 45+ | | | | 1 | 1 | | | | 2 |
| 25 | New Mexico | 1 | 33 | | 1 | 26 | 2 | 32+ | | | | | 2 | | 1 | 1 | 4 |
| 26 | New York | 3 | 31 | 3 | 1 | 22 | 2 | 40+ | | | | 1 | 3 | 1 | 3 | 1 | 9 |
| 27 | North Carolina | 1 | 42 | | | | 1 | 46 | 1 | | 28 | | 1 | | | 2 | 3 |
| 28 | North Dakota | 1 | 33 | | | | | | | | | | | | 1 | | 1 |
| 29 | Ohio | 4 | 35+ | 6 | 3 | 31+ | 6 | 34+ | 2 | | 29 | 1 | 6 | | 5 | 9 | 21 |
| 30 | Oklahoma | | | | 1 | 31 | 3 | 25+ | 1 | | 29 | | 3 | | 1 | 1 | 5 |
| 31 | Oregon | | | 2 | | 26+ | 1 | 53 | 4 | | 34 | | 2 | | 1 | 4 | 7 |
| 32 | Pennsylvania | 1 | 35 | 1 | 1 | 37+ | 1 | 39 | 2 | 1 | 28+ | | 1 | | | 6 | 7 |
| 33 | Rhode Island | | | 1 | | 46 | | | | | | | 1 | | | | 1 |
| 34 | South Dakota | 4 | 37+ | 4 | 3 | 32— | 4 | 38+ | | | | 1 | 3 | 1 | 3 | 7 | 15 |
| 35 | Tennessee | | | | | | | | | | | | | | | | |
| 36 | Texas | 5 | 38— | 4 | | 32+ | | | 2 | | 27+ | | 2 | | 1 | 8 | 11 |
| 37 | Vermont | | | | | | | | 1 | | 25 | | | | | 1 | 1 |
| 38 | Virginia | 1 | 21 | 1 | 1 | 23+ | 4 | 33+ | 4 | | 28+ | 2 | 1 | | 1 | 7 | 11 |
| 39 | Washington | 2 | 40+ | 2 | 4 | 26+ | 1 | 32 | 2 | | 29 | 2 | 4 | | 2 | 3 | 11 |
| 40 | West Virginia | | | | | | | | 1 | | 26 | | | | | 1 | 1 |
| 41 | Wisconsin | | | 3 | 2 | 29— | 2 | 36+ | 3 | | 34— | 1 | 3 | | 3 | 3 | 10 |
| 42 | Wyoming | | | | 1 | 21 | | | | | | | | | 1 | | 1 |
| | Total | 66 | 32+ | 64 | 56 | 29+ | 62 | 36— | 41 | 1 | 30+ | 27 | 84 | 6 | 57 | 116 | 290 |

*passed and that failed, and the legal residence, average age, and education, during June 30, 1894.*

| Failed. | | | | | | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Superintendent and assistant superintendent. | | Teacher. | | | Matron. | | Physician. | | | Education. | | | | | | | | |
| Male. | Average age. | Male. | Female. | Average age. | Female. | Average age. | Male. | Female. | Average age. | Common school. | Academic. | Business college. | High school. | Collegiate. | Total. | Aggregate. | |
| ..... | ..... | ..... | ..... | ..... | ..... | ..... | 1 | ..... | 27 | ..... | ..... | ..... | ..... | 1 | 1 | 2 | 1 |
| ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 1 | 2 |
| 1 | 28 | ..... | 1 | 23 | 1 | 36 | 1 | ..... | 42 | 1 | 1 | ..... | 1 | 1 | 4 | 7 | 3 |
| 1 | 44 | 4 | 2 | 34— | ..... | ..... | 1 | ..... | 41 | 1 | 1 | ..... | 1 | 5 | 8 | 14 | 4 |
| ..... | ..... | 2 | 2 | 24+ | ..... | ..... | 1 | ..... | 44 | 1 | 1 | ..... | 1 | 2 | 5 | 12 | 5 |
| ..... | ..... | ..... | 4 | 22+ | ..... | ..... | 2 | ..... | 42 | 4 | ..... | ..... | 2 | ..... | 6 | 15 | 6 |
| ..... | ..... | ..... | 1 | 21 | ..... | ..... | ..... | ..... | ..... | 1 | ..... | ..... | ..... | ..... | 1 | 2 | 7 |
| 2 | 42 | 3 | 2 | 35+ | ..... | ..... | 4 | ..... | 31+ | 3 | 1 | ..... | 1 | 6 | 11 | 26 | 8 |
| 1 | 47 | ..... | 1 | 20 | ..... | ..... | 3 | ..... | 39 | ..... | 1 | ..... | 2 | 2 | 5 | 15 | 9 |
| ..... | ..... | ..... | ..... | ..... | ..... | ..... | 2 | ..... | 31 | 2 | ..... | ..... | ..... | ..... | 2 | 3 | 10 |
| 1 | 32 | 5 | ..... | 31+ | 1 | 29 | 1 | ..... | 27 | 1 | 1 | 1 | 1 | 4 | 8 | 14 | 11 |
| 1 | 28 | 4 | 1 | 32+ | 2 | 41 | 1 | ..... | 43 | 1 | 2 | ..... | 1 | 5 | 9 | 51 | 12 |
| 1 | 41 | ..... | 1 | 33 | ..... | ..... | 1 | ..... | 37 | 1 | ..... | ..... | ..... | 2 | 3 | 7 | 13 |
| ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 2 | 14 |
| ..... | ..... | ..... | 1 | 36 | ..... | ..... | 1 | ..... | 30 | ..... | 1 | ..... | ..... | 1 | 2 | 5 | 15 |
| ..... | ..... | 1 | ..... | 41 | ..... | ..... | ..... | 1 | 25 | ..... | ..... | ..... | ..... | 2 | 2 | 4 | 16 |
| 1 | 45 | 1 | 2 | 31 | ..... | ..... | ..... | ..... | ..... | 1 | 2 | ..... | 1 | ..... | 4 | 18 | 17 |
| ..... | ..... | ..... | ..... | ..... | 1 | 44 | ..... | ..... | ..... | 1 | ..... | ..... | ..... | ..... | 1 | 3 | 18 |
| ..... | ..... | ..... | ..... | ..... | ..... | ..... | 2 | ..... | 28 | ..... | 1 | ..... | ..... | 1 | 2 | 8 | 19 |
| ..... | ..... | 1 | 2 | 27— | 3 | 42+ | 4 | ..... | 32 | 3 | 3 | ..... | ..... | 4 | 10 | 24 | 20 |
| ..... | ..... | ..... | ..... | ..... | ..... | ..... | 1 | ..... | 34 | ..... | ..... | ..... | ..... | 1 | 1 | 3 | 21 |
| ..... | ..... | 2 | 9 | 25+ | 2 | 45 | 1 | ..... | 29 | 3 | 4 | 1 | 4 | 2 | 14 | 31 | 22 |
| ..... | ..... | ..... | 2 | 22 | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 1 | 1 | ..... | 2 | 3 | 23 |
| ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 2 | 24 |
| ..... | ..... | ..... | ..... | ..... | 1 | 34 | ..... | ..... | ..... | ..... | 1 | ..... | ..... | ..... | 1 | 5 | 25 |
| ..... | ..... | ..... | ..... | ..... | 1 | 42 | ..... | ..... | ..... | 1 | ..... | ..... | ..... | ..... | 1 | 10 | 26 |
| ..... | ..... | 1 | ..... | 36 | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 1 | 1 | 4 | 27 |
| ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 1 | 28 |
| ..... | ..... | 2 | ..... | 32 | 1 | 28 | 4 | ..... | 28 | 1 | 1 | ..... | ..... | 5 | 7 | 23 | 29 |
| ..... | ..... | 3 | ..... | 29 | 3 | 42+ | 1 | ..... | 33 | 1 | 2 | ..... | 2 | 2 | 7 | 12 | 30 |
| 1 | 48 | 1 | ..... | 22 | ..... | ..... | ..... | ..... | ..... | 1 | ..... | ..... | 1 | ..... | 2 | 9 | 31 |
| 1 | 30 | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 1 | ..... | ..... | ..... | 1 | 8 | 32 |
| ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 1 | 33 |
| ..... | ..... | ..... | 4 | 30 | ..... | ..... | ..... | ..... | ..... | 1 | 2 | ..... | ..... | 1 | 4 | 19 | 34 |
| ..... | ..... | ..... | ..... | ..... | 1 | 26 | 4 | ..... | 31+ | 1 | ..... | ..... | 1 | 3 | 5 | 5 | 35 |
| 1 | 46 | 2 | 1 | 24 | ..... | ..... | 1 | ..... | 41 | 1 | 2 | ..... | 1 | 1 | 5 | 16 | 36 |
| ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 1 | 37 |
| ..... | ..... | ..... | 2 | 29+ | ..... | ..... | ..... | ..... | ..... | 2 | ..... | ..... | ..... | ..... | 2 | 13 | 38 |
| 1 | 37 | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 1 | ..... | ..... | ..... | 1 | 12 | 39 |
| ..... | ..... | 1 | ..... | 24 | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 1 | ..... | 1 | 2 | 40 |
| ..... | ..... | ..... | 1 | 22 | ..... | ..... | 1 | ..... | 48 | ..... | ..... | ..... | 1 | 1 | 2 | 12 | 41 |
| ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 1 | 42 |
| 13 | 39+ | 33 | 39 | 28+ | 17 | 39+ | 38 | 1 | 34— | 33 | 29 | 3 | 23 | 53 | 141 | 431 | |

TABLE 8.—*Showing the number who took supplementary examinations, the number that*

| | Legal residence. | Departmental service. | | | | | | | | | | | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | Typewriting. | | | | Stenography. | | | | Modern languages. | | | | | | | | | | | | | | | |
| | | | | | | | | | | French. | | | | German. | | | | Spanish. | | Italian. | | Swedish. | | Danish. | |
| | | Male (passed). | Female (passed). | Male (failed). | Female (failed). | Male (passed). | Female (passed). | Male (failed.) | Female (failed). | Male (passed). | Female (passed). | Male (failed). | Female (failed). | Male (passed). | Female (passed). | Male (failed). | Female (failed). | Male (passed). | Male (failed). | Male (passed). | Female (passed). | Male (passed). | Female (failed). | Female (failed). | |
| 1 | Alabama | 3 | 2 | ... | 2 | 1 | 1 | 5 | 2 | ... | ... | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | |
| 2 | Arkansas | ... | 1 | ... | ... | ... | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | |
| 3 | California | 2 | 2 | 1 | 2 | ... | ... | 2 | 2 | ... | ... | ... | ... | 1 | ... | ... | ... | ... | ... | 1 | ... | ... | ... | ... | |
| 4 | Colorado | 3 | 1 | ... | 1 | 1 | 1 | 2 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | |
| 5 | Connecticut | ... | 1 | ... | ... | ... | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | |
| 6 | Delaware | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | |
| 7 | District of Columbia | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | |
| 8 | Florida | ... | ... | 1 | ... | ... | ... | 1 | 1 | 1 | ... | ... | ... | ... | ... | 1 | ... | ... | ... | 1 | ... | ... | ... | ... | |
| 9 | Georgia | 4 | 3 | 1 | 2 | 2 | 1 | 3 | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | |
| 10 | Illinois | 8 | 2 | 5 | 4 | 5 | ... | 8 | 5 | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | |
| 11 | Indiana | 7 | 2 | 2 | 2 | 2 | 1 | 8 | 2 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | |
| 12 | Iowa | 3 | 2 | 3 | 1 | 2 | ... | 2 | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | |
| 13 | Kansas | 6 | 3 | 2 | 1 | 2 | 1 | 8 | 3 | 1 | ... | ... | ... | 2 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | |
| 14 | Kentucky | ... | 2 | ... | 2 | ... | 1 | ... | 1 | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | 1 | ... | ... | ... | |
| 15 | Louisiana | 1 | ... | ... | 1 | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | |
| 16 | Maine | 2 | 1 | 1 | ... | 1 | ... | 2 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | |
| 17 | Maryland | 5 | 3 | 3 | 1 | ... | 1 | 4 | 2 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | |
| 18 | Massachusetts | 5 | ... | 2 | 1 | 3 | ... | 4 | ... | 1 | ... | ... | 1 | ... | 1 | ... | ... | 1 | 1 | ... | ... | ... | ... | ... | |
| 19 | Michigan | 10 | 7 | 3 | 4 | 6 | 5 | 9 | 4 | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | |
| 20 | Minnesota | 6 | 5 | 4 | 3 | 2 | 1 | 5 | 4 | ... | ... | 1 | 1 | ... | ... | ... | ... | ... | ... | ... | ... | 1 | 1 | 1 | |
| 21 | Mississippi | ... | 3 | ... | ... | ... | ... | ... | 2 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | |
| 22 | Missouri | 1 | 4 | ... | ... | 1 | 1 | ... | 3 | ... | 1 | ... | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | |
| 23 | Montana | 2 | ... | ... | ... | 1 | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | |
| 24 | Nebraska | ... | ... | 1 | ... | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | |
| 25 | New Hampshire | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | |
| 26 | New Jersey | 1 | 1 | ... | ... | 1 | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | |
| 27 | New York | 14 | 11 | 2 | 2 | 8 | 3 | 9 | 5 | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | |
| 28 | North Carolina | 3 | ... | 1 | 1 | 1 | ... | 2 | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | |
| 29 | North Dakota | ... | ... | 1 | ... | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | |
| 30 | Ohio | 6 | 2 | 7 | 3 | 11 | ... | 4 | 3 | 2 | ... | ... | ... | ... | ... | ... | ... | 1 | ... | ... | ... | ... | ... | ... | |
| 31 | Oregon | 2 | ... | 1 | ... | 2 | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | |
| 32 | Pennsylvania | 9 | 3 | 2 | 4 | 3 | 1 | 10 | 6 | 1 | ... | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | |
| 33 | South Carolina | ... | 4 | 1 | ... | ... | 1 | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | |
| 34 | South Dakota | ... | ... | 1 | ... | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | |
| 35 | Tennessee | 2 | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 1 | ... | ... | ... | 1 | ... | ... | ... | ... | ... | ... | |
| 36 | Texas | 1 | ... | 1 | 1 | ... | ... | 2 | 1 | 1 | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | |
| 37 | Utah | 1 | ... | ... | 1 | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | |
| 38 | Vermont | ... | ... | 1 | ... | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | |
| 39 | Virginia | 3 | 0 | ... | ... | 2 | 2 | 2 | 3 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | |
| 40 | Washington | 4 | 3 | 4 | ... | 2 | ... | 7 | 3 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | |
| 41 | West Virginia | ... | 1 | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | |
| 42 | Wisconsin | 4 | 1 | 4 | 2 | 2 | 2 | 4 | 1 | 1 | ... | 1 | ... | ... | ... | 2 | ... | ... | ... | ... | ... | ... | ... | ... | |
| 43 | Wyoming | 1 | ... | 1 | ... | 2 | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | |
| | Total | 119 | 78 | 56 | 42 | 64 | 23 | 112 | 59 | 8 | 3 | 5 | 2 | 6 | 2 | 5 | .. | 3 | 1 | 2 | 1 | 1 | 1 | | |

NOTE.—Two each of the typewriting and stenography examinations reported above were supplementary to railway mail clerk examinations to secure eligibles for the railway mail service. Of these 2 passed in typewriting and 1 passed and 1 failed in stenography. Thirty-two sets of typewriting and stenography papers were canceled during the year for various reasons.

*passed and that failed, and the legal residence, during the fiscal year ended June 30, 1894.*

| Departmental service. | | | | | | | | | | | | | | Indian service. | | | | | | | | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Law. | | Proof-reading. | | | | Telegraphy | | Summary. | | | | | | Book-keeping. | | | | Drafting. | | | | Music. | | | | Calisthenics. | | Kindergarten. | | | | Summary. | | | | | |
| Male (passed). | Male (failed). | Male (passed). | Female (passed). | Male (failed). | Female (failed). | Male (passed). | Female (failed). | Male (passed). | Female (passed). | Male (failed). | Female (failed). | Examined. | | Male (passed). | Male (failed). | Female (passed). | Female (failed). | Male (passed). | Male (failed). | Female (passed). | Female (failed). | Male (passed). | Male (failed). | Female (passed). | Female (failed). | Male (passed). | Male (failed). | Female (passed). | Female (failed). | Male (passed). | Female (passed). | Male (failed). | Female (failed). | Examined. | |
| | 2 | 1 | | | | | | 6 | 3 | 7 | 4 | 20 | 1 | | | | | | | | | | | | | | | | | | | | | 1 |
| | | | | | | | | | 1 | | 1 | 2 | 2 | | | | | | | | | | | | | | | | | | | | | 2 |
| | | | | | | | | 4 | 2 | 3 | 4 | 13 | 3 | | | | | | | | | | | | | | | | | | | | | 3 |
| | | | | | | | | 4 | 2 | 2 | 1 | 9 | 4 | | | | | | | | | | | | | | | | | | | | | 4 |
| | | | | | | | | | 1 | | 1 | 2 | 5 | | | | | | | | | | | | | | | | | | | | | 5 |
| | 1 | | | | | | | | | 2 | | 2 | 6 | | | | | | | | | | | | | | | | | | | | | 6 |
| | | | | | | | | | | | | | 7 | | | | | | | | | | | | 1 | | | | | | | 1 | 1 | 7 |
| | | | | | | | 1 | 2 | | 3 | 2 | 7 | 8 | | | | | | | | | | | | | | | | | | | | | 8 |
| 2 | 1 | 1 | | | | | | 9 | 4 | 5 | 3 | 21 | 9 | | | | | | | | | | | | | | | | | | | | | 9 |
| | | | | 1 | | | | 13 | 2 | 15 | 9 | 39 | 10 | | | | | | | | | | | | | | | | | | | | | 10 |
| | | | | | | | | 9 | 3 | 10 | 4 | 26 | 11 | | | | | | | | | | | | | | | | | | | | | 11 |
| 1 | | | | 1 | | | | 6 | 2 | 6 | 2 | 16 | 12 | | | | | | | | | | | | | | | | | | | | | 12 |
| | | | | | | | | 11 | 4 | 10 | 4 | 29 | 13 | | 3 | 1 | 1 | | | | | | | | | | | 1 | | 1 | | 2 | 3 | 2 | 7 | 13 |
| | | | | | | | | | 5 | | 3 | 8 | 14 | | | | | | | | | | | | | | | | | | | | | 14 |
| | | | | | | | | 1 | | 2 | 1 | 4 | 15 | 1 | | | | | | | | 1 | | | | | | | | | 1 | | 1 | | 2 | 15 |
| | | | | | | | | 3 | 1 | 3 | | 7 | 16 | | | | | | | | | | | | | | | | | | | | | 16 |
| | | | | | | 2 | | 7 | 4 | 7 | 3 | 21 | 17 | | | | | | | | | | | | | | | | | | | | | 17 |
| | | | | | | | | 10 | 1 | 7 | 2 | 20 | 18 | | | | | | | | | | | | | | | | | | | | | 18 |
| 3 | 1 | | | | | | | 19 | 12 | 14 | 8 | 53 | 19 | 1 | 1 | | | | | | | 1 | | | | 1 | | | | 3 | | 1 | | 4 | 19 |
| 1 | | | | | | | | 10 | 6 | 10 | 10 | 36 | 20 | | | | | | | | | | | | | | | | | | | | | 20 |
| | | | | | | | | | 3 | | 2 | 5 | 21 | | | | | | | | | | | | | | | | | | | | | 21 |
| | | | | 2 | | | | 2 | 7 | 2 | 3 | 14 | 22 | 1 | 1 | | | | | 1 | 1 | | 1 | | | | 1 | | 2 | | 2 | 2 | 6 | 22 |
| | | | | | | | | 3 | | 1 | | 4 | 23 | | | | | | | | | | | | | | | | | | | | | 23 |
| | | 1 | | | | | | 1 | | 2 | | 3 | 24 | | | | | | | | | | 1 | | | | | | | | | | 1 | 1 | 24 |
| | | | | | | | | | 1 | | | 1 | 25 | | | | | | | | | | | | | | | | | | | | | 25 |
| | | | | | | | | 2 | 1 | | 1 | 4 | 26 | | | | | | | | | | | | | | | | | | | | | 26 |
| | | 1 | | 2 | | | | 23 | 15 | 13 | 7 | 58 | 27 | | 1 | | | | | | | | | | | 1 | | | | 1 | | 1 | | 2 | 27 |
| | 2 | | | 1 | 1 | | | 4 | | 6 | 3 | 13 | 28 | | | | | | | | | | | | | | | | | | | | | 28 |
| | | | | | | | | | | 2 | | 2 | 29 | | | | | | | | | | | | | | | | | | | | | 29 |
| 1 | 1 | | 1 | | | | | 21 | 3 | 12 | 6 | 42 | 30 | | | | | | | | | | | | | | | | | | | | | 30 |
| 1 | | | | | | | | 5 | | 2 | | 7 | 31 | | | | | | | | | 1 | | | | | | | | 1 | | | 1 | 1 | 31 |
| | | | | | | | | 14 | 4 | 12 | 10 | 40 | 32 | | | | | | | | | | | | | 1 | | | | 1 | | | | 1 | 32 |
| 1 | 1 | | | | | | | 1 | 5 | 3 | | 9 | 33 | | | | | | | | | | | | | | | | | | | | | | 33 |
| | | | | | | | | | | 2 | | 2 | 34 | | | | | | | | | | | | | | | | | | | | | | 34 |
| | | | | | | | | 4 | 1 | | | 5 | 35 | | | | | | | | | | | | | | | | | | | | | | 35 |
| 1 | | | | | | | | 3 | | 4 | 2 | 9 | 36 | | 1 | | | 1 | | | | 1 | | | | 1 | | 1 | | 1 | | 4 | | 5 | 36 |
| | | | | | | | | 2 | | | 1 | 3 | 37 | | | | | | | | | | | | | | | | | | | | | | 37 |
| | | | | | | | | | | 2 | | 2 | 38 | | | | | | | | | | | | | | | | | | | | | | 38 |
| | | | | | | | | 5 | 8 | 2 | 3 | 18 | 39 | | | | | | | | | | | | | | | | | | | | | | 39 |
| 1 | 1 | | | | | | | 7 | 3 | 12 | 3 | 25 | 40 | | | | | | | | | | | | | | | | | | | | | | 40 |
| | | | | | | | | | 1 | | 1 | 2 | 41 | | | | | | | | | | | | | | | | | | | | | | 41 |
| 2 | 1 | | | | | | | 9 | 3 | 12 | 3 | 27 | 42 | | | | | | | | | | | | | | | | | | | | | | 42 |
| | | | | | | | | 3 | | 2 | | 5 | 43 | | | | | | | | | | | | | | | | | | | | | | 43 |
| 14 | 11 | 4 | 1 | 7 | 1 | 2 | 1 | 223 | 108 | 197 | 107 | 635 | | 3 | 7 | 1 | 1 | 1 | 1 | 4 | 1 | 3 | 3 | 1 | 1 | 2 | 1 | 10 | 2 | 12 | 6 | 30 | | | |

TABLE 9.—*Showing the number examined for the classified customs service, the number that passed and that failed, the average age, and education, during the fiscal year ended June 30, 1894.*

CLERK.

| District. | Passed. | | | | | | | Failed. | | | | | | | Total. |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | Education. | | | | | | | Education. | | | | | |
| | Number. | Average age. | Common school. | Academic. | Business college. | High school. | Collegiate. | Number. | Average age. | Common school. | Academic. | Business college. | High school. | Collegiate. | |
| Baltimore | 43 | 29— | 5 | 9 | 7 | 4 | 18 | 16 | 28+ | 4 | 1 | 4 | .... | 7 | 59 |
| Boston | 60 | 30— | 17 | 2 | 11 | 25 | 5 | 26 | 32— | 16 | .... | .... | 5 | 5 | 86 |
| Chicago | 40 | 31+ | 9 | 6 | 5 | 12 | 8 | 10 | 28+ | 5 | .... | .... | 2 | 3 | 50 |
| Detroit | 18 | 31+ | 2 | 1 | 4 | 7 | 4 | 21 | 36+ | 7 | 4 | 4 | 3 | 3 | 39 |
| New Orleans | 39 | 30+ | 8 | 7 | 5 | 5 | 14 | 42 | 30— | 9 | 7 | 5 | 3 | 18 | 81 |
| New York | 198 | 27+ | 85 | 21 | 18 | 29 | 45 | 203 | 27— | 127 | 13 | 13 | 24 | 26 | 401 |
| Philadelphia | 48 | 30+ | 6 | 9 | 12 | 14 | 7 | 31 | 33— | 17 | 3 | 3 | 4 | 4 | 79 |
| Port Huron | 2 | 31+ | .... | .... | .... | 2 | .... | 3 | 28— | .... | 1 | .... | 2 | .... | 5 |
| Portland | .... | .... | .... | .... | .... | .... | .... | 2 | 39+ | .... | .... | .... | 2 | .... | 2 |
| San Francisco | 40 | 28+ | 6 | 2 | 10 | 12 | 10 | 6 | 30— | 2 | .... | 2 | .... | 2 | 46 |
| Total | 488 | 29— | 138 | 57 | 72 | 110 | 111 | 360 | 29— | 187 | 29 | 31 | 45 | 68 | 848 |

DAY INSPECTOR.

| | | | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Baltimore | 54 | 34+ | 22 | 9 | 1 | 8 | 14 | 30 | 34+ | 21 | 1 | .... | 5 | 3 | 84 |
| Boston | 82 | 31+ | 40 | 4 | 4 | 27 | 7 | 35 | 36+ | 27 | 3 | 1 | 4 | .... | 117 |
| Burlington | 25 | 33+ | 3 | 10 | 1 | 7 | 4 | 13 | 40 | 9 | 1 | .... | 3 | .... | 38 |
| Chicago | 106 | 34 | 39 | 11 | 13 | 28 | 15 | 43 | 31+ | 36 | 1 | 2 | 2 | 2 | 149 |
| Detroit | 5 | 37 | 1 | .... | 1 | 1 | 2 | 4 | 43 | 2 | .... | 1 | .... | 1 | 9 |
| New Orleans | 44 | 35— | 13 | 6 | 3 | 8 | 14 | 32 | 34— | 18 | 3 | 2 | 4 | 5 | 76 |
| New York | 233 | 31— | 125 | 24 | 15 | 25 | 44 | 273 | 33 | 168 | 28 | 19 | 24 | 34 | 506 |
| Philadelphia | 85 | 34— | 54 | 5 | 10 | 11 | 5 | 92 | 32+ | 69 | 6 | 4 | 6 | 7 | 177 |
| Port Huron | 2 | 30+ | 2 | .... | .... | .... | .... | 7 | 34 | 4 | .... | .... | .... | 2 | 9 |
| Portland | 12 | 35— | 4 | 3 | 4 | 1 | .... | 9 | 43+ | 7 | 2 | .... | .... | .... | 21 |
| San Francisco | 70 | 30+ | 23 | 7 | 5 | 13 | 22 | 22 | 27+ | 10 | .... | 4 | 1 | 7 | 92 |
| Total | 718 | 32— | 326 | 79 | 57 | 129 | 127 | 560 | 33+ | 371 | 45 | 33 | 50 | 61 | 1,278 |

WEIGHER, GAUGER, AND ASSISTANT WEIGHER.

| | | | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Baltimore | 26 | 34— | 11 | 4 | 4 | 3 | 4 | 20 | 37— | 10 | 3 | 3 | 1 | 3 | 46 |
| Boston | 23 | 31— | 11 | .... | 3 | 7 | 2 | 8 | 36— | 8 | .... | .... | .... | .... | 31 |
| New Orleans | 12 | 30+ | 3 | .... | 3 | 1 | 5 | 8 | 37 | 5 | .... | 2 | .... | 1 | 20 |
| New York | 35 | 29— | 26 | 2 | 1 | 3 | 3 | 41 | 34+ | 32 | 5 | .... | 3 | 1 | 76 |
| Philadelphia | 34 | 34— | 31 | 2 | .... | .... | 1 | 32 | 36— | 25 | 3 | 1 | 2 | 1 | 66 |
| San Francisco | 35 | 30— | 15 | 2 | 4 | 3 | 11 | 14 | 30+ | 8 | 2 | 2 | .... | 2 | 49 |
| Total | 165 | 31+ | 97 | 10 | 15 | 17 | 26 | 123 | 36— | 88 | 13 | 8 | 6 | 8 | 288 |

EXAMINER.

| | | | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Boston | 3 | 41 | 2 | .... | .... | .... | 1 | 5 | 42+ | 3 | .... | .... | 1 | 1 | 8 |
| Detroit | 3 | 39— | .... | .... | .... | 2 | 1 | 6 | 40— | 2 | 1 | 2 | .... | 1 | 9 |
| New York | 10 | 34+ | 7 | .... | 1 | 1 | 1 | 23 | 40— | 8 | 1 | 2 | 1 | 11 | 33 |
| Philadelphia | .... | .... | .... | .... | .... | .... | .... | 4 | 42— | 3 | .... | .... | 1 | .... | 4 |
| San Francisco | 4 | 40 | .... | .... | .... | .... | 4 | 4 | 34 | 4 | .... | .... | .... | .... | 8 |
| Total | 20 | 37+ | 9 | .... | 1 | 3 | 7 | 42 | 40— | 20 | 2 | 4 | 3 | 13 | 62 |

NIGHT INSPECTOR AND WATCHMAN.

| | | | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Baltimore | 51 | 33+ | 31 | 8 | 5 | 4 | 3 | 27 | 36— | 21 | 2 | 1 | 1 | 2 | 78 |
| Boston | 109 | 31+ | 66 | 3 | 4 | 24 | 12 | 18 | 41+ | 16 | .... | .... | 1 | 1 | 127 |
| New York | 225 | 31— | 164 | 11 | 5 | 28 | 17 | 107 | 36— | 93 | 3 | 1 | 9 | 1 | 332 |
| San Francisco | 100 | 30+ | 60 | 4 | 8 | 7 | 21 | 11 | 32+ | 9 | 2 | .... | .... | .... | 111 |
| Total | 485 | 31+ | 321 | 26 | 22 | 63 | 53 | 163 | 36+ | 139 | 7 | 2 | 11 | 4 | 648 |

OPENER AND PACKER.

| | | | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Boston | 15 | 28— | 14 | .... | .... | 1 | .... | 9 | 38+ | 9 | .... | .... | .... | .... | 24 |
| Chicago | 10 | 31 | 7 | 2 | .... | 1 | .... | 5 | 34— | 5 | .... | .... | .... | .... | 15 |
| New York | 48 | 33— | 37 | 5 | 2 | 4 | .... | 51 | 32+ | 48 | .... | .... | 2 | 1 | 99 |
| Total | 73 | 31+ | 58 | 7 | 2 | 6 | .... | 65 | 33+ | 62 | .... | .... | 2 | 1 | 138 |

9.—*Showing the number examined for the classified customs service, etc.*—Cont'd.

INSPECTRESS.

| District. | Passed. | | | | | | | Failed. | | | | | | | Total. |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Number. | Average age. | Education. | | | | | Number. | Average age. | Education. | | | | | |
| | | | Common school. | Academic. | Business college. | High school. | Collegiate. | | | Common school. | Academic. | Business college. | High school. | Collegiate. | |
| ..... | 3 | 28— | 3 | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | 3 |
| ..... | .... | .... | .... | .... | .... | .... | .... | 1 | 27 | .... | .... | .... | .... | 1 | 1 |
| k..... | 38 | 31+ | 17 | 5 | .... | 12 | 4 | 28 | 36+ | 15 | 8 | 1 | 4 | .... | 66 |
| icisco..... | 4 | 32+ | .... | 1 | .... | 2 | 1 | 3 | 41+ | 1 | 1 | .... | 1 | .... | 7 |
| tal..... | 45 | 31— | 20 | 6 | .... | 14 | 5 | 32 | 36+ | 16 | 9 | 1 | 5 | 1 | 77 |

SAMPLER.

| | | | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| ..... | 2 | 28+ | 1 | .... | .... | .... | 1 | 3 | 36— | 2 | 1 | .... | .... | .... | 5 |
| k..... | 6 | 35— | 5 | .... | .... | 1 | .... | 6 | 35+ | 4 | 1 | 1 | .... | .... | 12 |
| icisco..... | 10 | 32— | 4 | 1 | .... | 3 | 2 | 6 | 31— | 4 | .... | 1 | .... | 1 | 16 |
| tal..... | 18 | 32+ | 10 | 1 | .... | 4 | 3 | 15 | 33— | 10 | 2 | 2 | .... | 1 | 33 |

RECAPITULATION.

| rict. | Clerk. | | Day inspector. | | Weigher, gauger, and assistant weigher. | | Examiner. | | Night inspector and watchman. | | Opener and packer. | | Inspectress. | | Sampler. | | Total. | | Aggregate. | Per cent passed. |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Passed. | Failed. | Passed. | Failed. | Passed. | Failed. | Passed. | Failed. | Passed. | Failed. | Passed. | Failed. | Passed. | Failed. | Passed. | Failed. | Passed. | Failed. | | |
| e..... | 43 | 16 | 54 | 30 | 26 | 20 | .... | .... | 51 | 27 | .... | .... | .... | .... | .... | .... | 174 | 93 | 267 | 65+ |
| ..... | 60 | 26 | 82 | 35 | 23 | 8 | 3 | 5 | 109 | 18 | 15 | 9 | 3 | .... | 2 | 3 | 297 | 104 | 401 | 74+ |
| on ..... | .... | .... | 25 | 13 | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | 25 | 13 | 38 | 66— |
| ..... | 40 | 10 | 106 | 43 | .... | .... | .... | .... | .... | .... | 10 | 5 | .... | 1 | .... | .... | 156 | 59 | 215 | 72+ |
| ..... | 18 | 21 | 5 | 4 | .... | .... | 3 | 6 | .... | .... | .... | .... | .... | .... | .... | .... | 26 | 31 | 57 | 46— |
| eans.... | 39 | 42 | 44 | 32 | 12 | 8 | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | 95 | 82 | 177 | 54— |
| rk ..... | 198 | 203 | 233 | 273 | 35 | 41 | 10 | 23 | 225 | 107 | 48 | 51 | 38 | 28 | 6 | 6 | 793 | 732 | 1,525 | 52 |
| phia.... | 48 | 31 | 85 | 92 | 34 | 32 | .... | 4 | .... | .... | .... | .... | .... | .... | .... | .... | 167 | 159 | 326 | 50+ |
| ron..... | 2 | 3 | 2 | 7 | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | 4 | 10 | 14 | 28+ |
| l..... | .... | 2 | 12 | 9 | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | 12 | 11 | 23 | 52+ |
| icisco... | 40 | 6 | 70 | 22 | 35 | 14 | 4 | 4 | 100 | 11 | .... | .... | 4 | 3 | 10 | 6 | 263 | 66 | 329 | 80— |
| l..... | 488 | 360 | 718 | 560 | 165 | 123 | 20 | 42 | 485 | 163 | 73 | 65 | 45 | 32 | 18 | 15 | 2,012 | 1,360 | 3,372 | 59+ |

NEW YORK CUSTOM HOUSE.

*examined for promotion in the New York custom-house, the grade for which inations were held, the number that passed and that failed, during the fiscal year June 30, 1894.*

| Grade. | Collector's office. | | Naval office. | | Appraiser's office. | | Surveyor's office. | | Total. | | Aggregate. |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | Passed. | Failed. | Passed. | Failed. | Passed. | Failed. | Passed. | Failed. | Passed. | Failed. | |
| , class 1..... | 39 | 11 | 10 | 1 | 8 | ..... | ..... | ..... | 57 | 12 | 69 |
| , class 2..... | 38 | 3 | 10 | ..... | 3 | 1 | 1 | 1 | 52 | 5 | 57 |
| , class 3..... | 53 | 5 | 5 | 2 | 2 | 3 | 2 | ..... | 62 | 10 | 72 |
| , class 4..... | 25 | 2 | 8 | ..... | 1 | ..... | 1 | ..... | 35 | 2 | 37 |
| her..... | 21 | 7 | ..... | ..... | ..... | ..... | ..... | ..... | 21 | 7 | 28 |
| iner..... | ..... | ..... | ..... | ..... | 6 | 1 | ..... | ..... | 6 | 1 | 7 |
| ctor ..... | 25 | 13 | ..... | ..... | ..... | ..... | ..... | ..... | 25 | 13 | 38 |
| l..... | 201 | 41 | 33 | 3 | 20 | 5 | 4 | 1 | 258 | 50 | 308 |

TABLE 10.—*Showing the number examined for the classified postal service, the number that passed and that failed, the average age and education, also the number of appointments and separations from that service, during the fiscal year ended June 30, 1894.*

| Number of offices. | At post-office located in— | Clerks. | | | | | | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | Passed. | | | | | | | | | Failed. | | | | | | | | | |
| | | | | | | Education. | | | | | | | | | Education. | | | | | |
| | | Number. | Male. | Female. | Average age. | Common school. | Academic. | Business college. | High school. | Collegiate. | Number. | Male. | Female. | Average age. | Common school. | Academic. | Business college. | High school. | Collegiate. | Total clerks. |
| 6 | Alabama | 51 | 42 | 9 | 30+ | 9 | 8 | 7 | 8 | 19 | 35 | 32 | 3 | 33+ | 12 | 5 | 3 | 7 | 8 | 86 |
| 1 | Arizona | 5 | 4 | 1 | 29+ | ..... | 1 | ..... | 2 | 2 | 1 | 1 | ..... | 25 | ..... | ..... | ..... | 1 | ..... | 6 |
| 4 | Arkansas | 20 | 14 | 6 | 28+ | 6 | 2 | 1 | 6 | 5 | 14 | 11 | 3 | 24 | 5 | 1 | 1 | 5 | 2 | 34 |
| 16 | California | 308 | 178 | 130 | 25+ | 98 | 26 | 38 | 102 | 44 | 52 | 36 | 16 | 31+ | 28 | 4 | 8 | 8 | 4 | 360 |
| 7 | Colorado | 84 | 69 | 15 | 27+ | 31 | 10 | 5 | 24 | 14 | 39 | 33 | 6 | 29— | 18 | 1 | 5 | 9 | 6 | 123 |
| 16 | Connecticut | 68 | 53 | 15 | 24+ | 22 | 8 | 11 | 24 | 3 | 22 | 18 | 4 | 27+ | 15 | 1 | 4 | 2 | ..... | 90 |
| 1 | Delaware | 8 | 8 | ..... | 25— | 5 | ..... | 1 | 2 | ..... | 6 | 6 | ..... | 35+ | 5 | 1 | ..... | ..... | ..... | 14 |
| 1 | District of Columbia | 129 | 118 | 11 | 25— | 48 | 9 | 17 | 37 | 18 | 40 | 37 | 3 | 26+ | 18 | 1 | ..... | 13 | 8 | 169 |
| 2 | Florida | 5 | 5 | ..... | 21+ | 2 | ..... | 1 | ..... | 2 | 2 | 2 | ..... | 32 | 2 | ..... | ..... | ..... | ..... | 7 |
| 9 | Georgia | 134 | 115 | 19 | 27— | 37 | 13 | 18 | 33 | 33 | 77 | 74 | 3 | 27+ | 42 | 7 | 4 | 15 | 9 | 211 |
| 1 | Idaho | 8 | 3 | 5 | 22+ | 1 | ..... | ..... | 5 | 2 | 2 | 2 | ..... | 23+ | 1 | ..... | 1 | ..... | ..... | 10 |
| 37 | Illinois | 659 | 501 | 158 | 25— | 296 | 57 | 86 | 161 | 59 | 391 | 318 | 73 | 25+ | 278 | 27 | 25 | 39 | 22 | 1,050 |
| 28 | Indiana | 169 | 134 | 35 | 25— | 61 | 7 | 30 | 49 | 22 | 67 | 60 | 7 | 27— | 33 | 3 | 16 | 10 | 5 | 236 |
| 24 | Iowa | 147 | 90 | 57 | 24+ | 26 | 10 | 26 | 63 | 22 | 42 | 31 | 11 | 27— | 16 | 5 | 10 | 9 | 2 | 189 |
| 17 | Kansas | 177 | 109 | 68 | 24+ | 31 | 19 | 26 | 70 | 31 | 45 | 38 | 7 | 27— | 23 | 4 | 6 | 7 | 5 | 222 |
| 10 | Kentucky | 120 | 62 | 58 | 26+ | 30 | 19 | 22 | 21 | 28 | 29 | 20 | 9 | 32— | 15 | 4 | 2 | 4 | 4 | 149 |
| 3 | Louisiana | 82 | 50 | 32 | 27— | 33 | 14 | 4 | 21 | 10 | 15 | 9 | 6 | 30— | 10 | 3 | ..... | 1 | 1 | 97 |
| 10 | Maine | 43 | 30 | 13 | 26— | 13 | 10 | 2 | 16 | 2 | 16 | 15 | 1 | 24+ | 10 | 1 | 2 | 3 | ..... | 59 |
| 5 | Maryland | 75 | 60 | 15 | 25— | 40 | 5 | 11 | 13 | 6 | 20 | 17 | 3 | 22— | 14 | 2 | 1 | 3 | ..... | 95 |
| 44 | Massachusetts | 382 | 345 | 37 | 22+ | 174 | 10 | 31 | 150 | 17 | 148 | 139 | 9 | 23+ | 102 | 5 | 8 | 29 | 4 | 530 |
| 30 | Michigan | 232 | 140 | 92 | 23— | 46 | 15 | 36 | 113 | 22 | 69 | 46 | 23 | 23— | 32 | 1 | 6 | 23 | 7 | 301 |
| 10 | Minnesota | 156 | 124 | 32 | 24+ | 42 | 17 | 29 | 55 | 13 | 49 | 38 | 11 | 28— | 21 | 5 | 7 | 15 | 1 | 205 |
| 5 | Mississippi | 6 | 5 | 1 | 23— | 1 | 1 | ..... | 2 | 2 | 4 | 4 | ..... | 27 | 1 | ..... | 1 | 1 | 1 | 10 |
| 13 | Missouri | 230 | 176 | 54 | 26— | 95 | 18 | 27 | 55 | 35 | 102 | 88 | 14 | 23+ | 48 | 9 | 14 | 17 | 14 | 332 |
| 2 | Montana | 18 | 13 | 5 | 26— | 5 | 4 | 2 | 5 | 2 | 6 | 3 | 3 | 24 | 3 | ..... | 1 | 2 | ..... | 24 |
| 9 | Nebraska | 104 | 64 | 40 | 26— | 35 | 10 | 15 | 27 | 17 | 15 | 13 | 2 | 33— | 6 | ..... | 3 | 4 | 2 | 119 |
| 6 | New Hampshire | 20 | 18 | 2 | 22+ | 7 | 1 | 3 | 9 | ..... | 2 | 2 | ..... | 18+ | 2 | ..... | ..... | ..... | ..... | 22 |
| 24 | New Jersey | 126 | 122 | 4 | 25+ | 70 | 16 | 12 | 13 | 15 | 53 | 51 | 2 | 26— | 36 | 5 | 5 | 7 | ..... | 179 |
| 1 | New Mexico | 1 | 1 | ..... | 29 | ..... | ..... | ..... | ..... | 1 | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 1 |
| 60 | New York | 1,087 | 972 | 115 | 23+ | 691 | 112 | 67 | 132 | 85 | 653 | 571 | 82 | 24+ | 511 | 42 | 24 | 51 | 25 | 1,740 |
| 7 | North Carolina | 41 | 36 | 5 | 29— | 10 | 7 | ..... | 12 | 12 | 30 | 28 | 2 | 26— | 9 | 5 | 2 | 6 | 8 | 71 |

| | | | | | | | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| 2 | North Dakota | 5 | 3 | 2 | 28— | 1 | 1 | 1 | 2 | ..... | 1 | 1 | ..... | 19 | 1 | ..... | ..... | ..... | ..... | 6 |
| 54 | Ohio | 381 | 313 | 68 | 25+ | 143 | 14 | 73 | 105 | 46 | 154 | 130 | 24 | 25+ | 94 | 4 | 19 | 19 | 18 | 535 |
| 2 | Oklahoma | 6 | 5 | 1 | 21+ | ..... | 2 | 1 | 3 | ..... | 8 | 6 | 2 | 31 | 2 | 4 | 2 | ..... | ..... | 40 |
| 3 | Oregon | 32 | 23 | 9 | 27— | 11 | 1 | 2 | 10 | 8 | 8 | 6 | 2 | 31 | 2 | 4 | 2 | ..... | ..... | 40 |
| 55 | Pennsylvania | 762 | 616 | 146 | 25— | 463 | 62 | 60 | 125 | 52 | 303 | 272 | 31 | 28— | 239 | 12 | 20 | 19 | 18 | 1,065 |
| 6 | Rhode Island | 31 | 25 | 6 | 25+ | 14 | 3 | 4 | 8 | 2 | 14 | 14 | ..... | 25+ | 8 | 2 | 3 | ..... | 1 | 45 |
| 3 | South Carolina | 13 | 10 | 3 | 23+ | 7 | 3 | ..... | 2 | 1 | 6 | 6 | ..... | 25 | 2 | ..... | ..... | 1 | 3 | 19 |
| 5 | South Dakota | 15 | 12 | 3 | 23+ | 2 | 1 | ..... | 0 | 3 | 7 | 6 | 1 | 23 | 1 | ..... | 1 | 4 | 1 | 22 |
| 7 | Tennessee | 116 | 81 | 35 | 28— | 30 | 13 | 17 | 29 | 27 | 43 | 34 | 9 | 34— | 23 | 5 | 6 | 6 | 3 | 159 |
| 15 | Texas | 147 | 85 | 62 | 28— | 29 | 24 | 21 | 30 | 43 | 70 | 43 | 27 | 30+ | 27 | 12 | 8 | 12 | 11 | 217 |
| 2 | Utah | 29 | 27 | 2 | 27+ | 6 | 5 | 3 | 6 | 9 | 4 | 4 | ..... | 36 | 1 | 1 | 2 | ..... | ..... | 33 |
| 7 | Vermont | 35 | 24 | 11 | 24+ | 8 | 14 | 3 | 9 | 1 | 10 | 6 | 4 | 30— | 5 | 3 | 1 | 1 | ..... | 45 |
| 10 | Virginia | 63 | 55 | 8 | 28— | 14 | 13 | 5 | 15 | 16 | 24 | 23 | 1 | 28— | 12 | 4 | ..... | 5 | 3 | 87 |
| 7 | Washington | 47 | 39 | 8 | 26— | 13 | 4 | 6 | 10 | 5 | 9 | 5 | 4 | 30+ | 5 | ..... | 1 | 3 | ..... | 56 |
| 4 | West Virginia | 27 | 12 | 15 | 25+ | 11 | 3 | 1 | 8 | 4 | 6 | 4 | 2 | 28 | 4 | ..... | ..... | 1 | 1 | 33 |
| 21 | Wisconsin | 109 | 87 | 22 | 24+ | 34 | 7 | 18 | 34 | 16 | 42 | 36 | 6 | 25+ | 17 | 3 | 7 | 12 | 9 | 151 |
| 2 | Wyoming | 2 | 2 | ..... | 19 | ..... | ..... | ..... | 2 | ..... | 2 | 2 | ..... | 35+ | 1 | ..... | ..... | 1 | ..... | 4 |
| 610 | Total | 6,515 | 5,080 | 1,435 | 25— | 2,751 | 599 | 743 | 1,646 | 776 | 2,756 | 2,341 | 415 | 26— | 1,761 | 193 | 230 | 376 | 196 | 9,271 |

TABLE 10.—*Showing the number examined for the classified postal service, the number that passed and that failed, the average age and education, also the number of appointments and separations from that service, during the fiscal year ended June 30, 1894*—Continued.

| Number of offices. | At post-office located in— | Carriers. | | | | | | | | | | | | | | Summary. | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | Passed. | | | | | | | Failed. | | | | | | | | | | | |
| | | | | Education. | | | | | | Education. | | | | | | | | | | |
| | | Number. | Average age. | Common school. | Academic. | Business college. | High school. | Collegiate. | Number. | Average age. | Common school. | Academic. | Business college. | High school. | Collegiate. | Total carriers. | Passed. | Failed. | Aggregate. | Total appointments. | Total separations. |
| 6 | Alabama | 26 | 29— | 8 | 5 | ..... | 8 | 5 | 61 | 29— | 38 | 4 | 4 | 8 | 7 | 87 | 77 | 96 | 173 | 36 | 37 |
| 1 | Arizona | 2 | 22 | ..... | ..... | 1 | 1 | ..... | 4 | 28 | 3 | ..... | ..... | 1 | ..... | 6 | 7 | 5 | 12 | 3 | 4 |
| 4 | Arkansas | 7 | 27+ | 3 | 1 | ..... | 1 | 2 | 11 | 30— | 7 | ..... | ..... | 2 | 2 | 18 | 27 | 25 | 52 | 14 | 11 |
| 16 | California | 204 | 28+ | 120 | 8 | 15 | 32 | 29 | 116 | 28+ | 84 | 5 | 5 | 11 | 11 | 320 | 512 | 168 | 680 | 121 | 69 |
| 7 | Colorado | 62 | 26+ | 29 | 4 | 6 | 16 | 7 | 76 | 26— | 59 | 1 | 3 | 12 | 1 | 138 | 146 | 115 | 261 | 40 | 36 |
| 16 | Connecticut | 84 | 27— | 64 | 4 | 4 | 12 | ..... | 103 | 29— | 94 | 3 | 2 | 4 | ..... | 187 | 152 | 125 | 277 | 61 | 34 |
| 1 | Delaware | 25 | 27+ | 14 | 1 | ..... | 8 | 2 | 24 | 30— | 21 | 1 | 1 | 1 | ..... | 49 | 33 | 30 | 63 | 3 | 1 |
| 1 | District of Columbia | 104 | 25+ | 66 | 4 | 11 | 13 | 10 | 80 | 26+ | 69 | 1 | 4 | 4 | 2 | 184 | 233 | 120 | 353 | 38 | 18 |
| 2 | Florida | 13 | 30+ | 13 | ..... | ..... | ..... | ..... | 10 | 26+ | 9 | ..... | 1 | ..... | ..... | 23 | 18 | 12 | 30 | 24 | 22 |
| 9 | Georgia | 117 | 27— | 69 | 12 | 6 | 14 | 16 | 322 | 28+ | 247 | 12 | 14 | 32 | 17 | 439 | 251 | 399 | 650 | 63 | 52 |
| 1 | Idaho | 3 | 27+ | 2 | ..... | ..... | 1 | ..... | 2 | 29+ | 1 | ..... | ..... | 1 | ..... | 5 | 11 | 4 | 15 | 2 | ..... |
| 37 | Illinois | 643 | 27— | 433 | 30 | 58 | 92 | 30 | 906 | 28+ | 750 | 15 | 45 | 67 | 29 | 1,549 | 1,302 | 1,297 | 2,599 | 740 | 450 |
| 28 | Indiana | 253 | 27— | 128 | 9 | 28 | 74 | 14 | 306 | 26— | 222 | 15 | 26 | 32 | 11 | 559 | 422 | 373 | 795 | 222 | 200 |
| 24 | Iowa | 81 | 27+ | 28 | 4 | 18 | 16 | 15 | 129 | 29+ | 95 | 3 | 13 | 15 | 3 | 210 | 228 | 171 | 399 | 75 | 54 |
| 17 | Kansas | 155 | 30— | 71 | 11 | 22 | 34 | 17 | 133 | 29+ | 94 | 5 | 6 | 19 | 9 | 288 | 332 | 178 | 510 | 48 | 31 |
| 10 | Kentucky | 163 | 28+ | 103 | 7 | 11 | 24 | 18 | 181 | 29— | 126 | 6 | 16 | 16 | 17 | 344 | 283 | 210 | 493 | 105 | 87 |
| 3 | Louisiana | 48 | 27+ | 36 | ..... | 1 | 3 | 8 | 47 | 29— | 33 | 2 | 4 | 5 | 3 | 95 | 130 | 62 | 192 | 39 | 32 |
| 10 | Maine | 25 | 28+ | 14 | 4 | ..... | 6 | 1 | 33 | 30— | 18 | 1 | 4 | 10 | ..... | 58 | 68 | 49 | 117 | 33 | 20 |
| 5 | Maryland | 231 | 28— | 186 | 13 | 6 | 14 | 12 | 103 | 28+ | 91 | 2 | 2 | 7 | 1 | 334 | 306 | 123 | 429 | 83 | 48 |
| 44 | Massachusetts | 522 | 26+ | 372 | 15 | 25 | 99 | 11 | 443 | 27+ | 369 | 17 | 14 | 34 | 9 | 965 | 904 | 591 | 1,495 | 255 | 126 |
| 30 | Michigan | 334 | 28— | 163 | 8 | 47 | 82 | 34 | 348 | 28+ | 240 | 3 | 28 | 57 | 20 | 682 | 566 | 417 | 983 | 115 | 76 |
| 10 | Minnesota | 141 | 28+ | 68 | 7 | 21 | 32 | 13 | 153 | 29— | 117 | 3 | 14 | 13 | 6 | 294 | 297 | 202 | 499 | 27 | 27 |
| 5 | Mississippi | 7 | 26— | 3 | 1 | ..... | 2 | 1 | 17 | 29— | 12 | 1 | ..... | 3 | 1 | 24 | 13 | 21 | 34 | 13 | 7 |
| 13 | Missouri | 200 | 26+ | 142 | 4 | 19 | 21 | 14 | 179 | 29— | 138 | 10 | 7 | 13 | 11 | 379 | 430 | 281 | 711 | 145 | 117 |
| 2 | Montana | 6 | 28+ | 1 | ..... | 1 | 3 | 1 | 8 | 27+ | 5 | ..... | 1 | 2 | ..... | 14 | 24 | 14 | 38 | 6 | 6 |
| 9 | Nebraska | 73 | 28+ | 45 | 1 | 6 | 12 | 9 | 71 | 28+ | 47 | 5 | 3 | 7 | 9 | 144 | 177 | 86 | 263 | 37 | 32 |
| 6 | New Hampshire | 32 | 26+ | 13 | 1 | 4 | 13 | 1 | 33 | 29+ | 24 | 2 | ..... | 3 | 4 | 65 | 52 | 35 | 87 | 18 | 11 |
| 24 | New Jersey | 251 | 27— | 188 | 12 | 9 | 31 | 11 | 310 | 25— | 273 | 5 | 9 | 18 | 5 | 561 | 377 | 363 | 740 | 84 | 59 |
| 1 | New Mexico | 1 | 26 | 1 | ..... | ..... | ..... | ..... | 2 | 22+ | 1 | ..... | 1 | ..... | ..... | 3 | 2 | 2 | 4 | 2 | 2 |
| 60 | New York | 2,073 | 26+ | 1,718 | 120 | 63 | 122 | 50 | 2,003 | 29+ | 1,771 | 63 | 49 | 97 | 23 | 4,076 | 3,160 | 2,656 | 5,816 | 935 | 518 |

| | | | | | | | | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| 7 | North Carolina | 34 | 28— | 13 | 2 | 1 | 11 | 7 | 57 | 28+ | 35 | 10 | ..... | 8 | 4 | 91 | 75 | 87 | 162 | 49 | 46 |
| 2 | North Dakota | 6 | 28+ | 3 | ..... | ..... | 1 | 2 | 5 | 36+ | 4 | ..... | ..... | ..... | 1 | 11 | 11 | 6 | 17 | 6 | 6 |
| 50 | Ohio | 622 | 21— | 396 | 19 | 74 | 97 | 36 | 801 | 29— | 656 | 12 | 54 | 55 | 24 | 1,423 | 1,003 | 955 | 1,958 | 267 | 234 |
| 2 | Oklahoma | 4 | 28 | 2 | ..... | 2 | ..... | ..... | 7 | 28+ | 3 | 2 | 1 | 1 | ..... | 11 | 10 | 14 | 24 | 4 | 4 |
| 3 | Oregon | 27 | 28+ | 13 | 3 | 4 | 2 | 5 | 44 | 27+ | 34 | 1 | 4 | 2 | 3 | 71 | 59 | 52 | 111 | 15 | 11 |
| 55 | Pennsylvania | 754 | 29+ | 589 | 31 | 49 | 53 | 32 | 827 | 29— | 721 | 24 | 45 | 32 | 6 | 1,581 | 1,516 | 1,130 | 2,646 | 215 | 170 |
| 6 | Rhode Island | 61 | 25+ | 33 | 6 | 9 | 9 | 4 | 79 | 28— | 64 | 2 | 5 | 3 | 5 | 140 | 92 | 93 | 185 | 11 | 9 |
| 3 | South Carolina | 10 | 26 | 7 | ..... | ..... | 1 | 2 | 36 | 27— | 21 | 4 | 1 | 4 | 6 | 46 | 23 | 42 | 65 | 15 | 12 |
| 5 | South Dakota | 9 | 29— | 3 | 1 | 1 | 3 | 1 | 10 | 32+ | 8 | ..... | ..... | 2 | ..... | 19 | 24 | 17 | 41 | 7 | 4 |
| 7 | Tennessee | 70 | 26+ | 35 | 5 | 5 | 11 | 14 | 115 | 27+ | 82 | 9 | 2 | 11 | 11 | 185 | 186 | 158 | 344 | 54 | 41 |
| 15 | Texas | 56 | 26— | 25 | 2 | 9 | 8 | 12 | 90 | 29— | 64 | 4 | 2 | 4 | 16 | 146 | 203 | 160 | 363 | 77 | 56 |
| 2 | Utah | 18 | 27+ | 9 | 1 | 1 | 2 | 5 | 26 | 26+ | 17 | 3 | ..... | 3 | 3 | 44 | 47 | 30 | 77 | 6 | 4 |
| 7 | Vermont | 17 | 27+ | 8 | 5 | 1 | 3 | ..... | 17 | 28— | 13 | 1 | 1 | 2 | ..... | 34 | 52 | 27 | 79 | 18 | 10 |
| 10 | Virginia | 48 | 27+ | 24 | 5 | 1 | 10 | 8 | 71 | 28— | 56 | 6 | 1 | 7 | 1 | 119 | 111 | 95 | 206 | 42 | 31 |
| 7 | Washington | 29 | 30 | 8 | 1 | 3 | 11 | 6 | 27 | 29— | 21 | ..... | 2 | 2 | 2 | 56 | 76 | 36 | 112 | 34 | 26 |
| 4 | West Virginia | 33 | 27— | 21 | 3 | 4 | 2 | 2 | 50 | 28+ | 38 | 1 | 5 | 3 | 3 | 83 | 60 | 56 | 116 | 25 | 20 |
| 21 | Wisconsin | 139 | 27— | 84 | 6 | 19 | 23 | 7 | 197 | 28+ | 148 | 3 | 16 | 21 | 9 | 336 | 248 | 239 | 487 | 91 | 61 |
| 2 | Wyoming | 5 | 30+ | 4 | ..... | ..... | 1 | ..... | 5 | 26— | 3 | ..... | 1 | 1 | ..... | 10 | 7 | 7 | 14 | 3 | 4 |
| 610 | Total | 7,828 | 26+ | 5,378 | 376 | 565 | 1,034 | 475 | 8,678 | 28— | 7,046 | 266 | 416 | 695 | 295 | 16,506 | 14,343 | 11,434 | 25,777 | 4,330 | 2,936 |

The 610 post-offices included in the above table are composed of the 53 post-offices classified prior to January 1, 1893, and 557 post-offices classified by Presidential order of January 5, 1893.

On June 25, 1894, examinations were held at the post-offices at Berkeley, Cal.; Boone, Iowa; Bristol, Conn.; Calumet, Mich.; Circleville, Ohio; Great Falls, Mont.; Jamaica, N. Y.; Marshall, Mich.; Newport News, Va.; Olneyville, R. I.; Tampa, Fla., and Texarkana, Ark., and on June 28, 1894, at Wabash, Ind., in anticipation of the early establishment of free delivery at those offices. The total number of competitors was 247, of whom 4 were females. Of these 20 were examined for clerk, and 14 males and 2 females passed, 2 males and 2 females failed; 104 passed the examination for carrier, and 123 failed. These competitors are not included in the table.

TABLE 11.—*Summary of preceding tables showing, for all grades of competitors in all branches of the classified civil service, the number examined, the number that passed and that failed, the average age and education, and the per cent of those examined that passed during the fiscal year ended June 30, 1894.*

| Kind of examination. | Examined. | Passed. | | | | | | Failed. | | | | | | Per cent passed. | Average age. | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | Education. | | | | | Total. | Education. | | | | | Total. | | Passed. | Failed. |
| | | Common school. | Academic. | Business college. | High school. | Collegiate. | | Common school. | Academic. | Business college. | High school. | Collegiate. | | | | |
| Departmental service: | | | | | | | | | | | | | | | | |
| *a. Competitive.* | | | | | | | | | | | | | | | | |
| Clerk-copyist | 1,782 | 185 | 319 | 106 | 376 | 402 | 1,388 | 115 | 77 | 39 | 93 | 70 | 394 | 78— | 28+ | 29+ |
| Bookkeeper | 54 | 1 | 3 | 3 | 3 | 8 | 18 | 5 | 4 | 8 | 12 | 7 | 36 | 33+ | 27+ | 30+ |
| State Department clerk | 7 | | 1 | | 1 | 3 | 5 | | 1 | | | 1 | 2 | 71+ | 30— | 43 |
| Post-office inspector | 144 | 16 | 13 | 8 | 18 | 25 | 80 | 26 | 12 | 5 | 4 | 17 | 64 | 56— | 35— | 39+ |
| Special pension examiner | 91 | 5 | 11 | 2 | 9 | 23 | 50 | 9 | 7 | 1 | 8 | 16 | 41 | 55— | 36+ | 42— |
| Medical pension examiner | 23 | 1 | 1 | | | 5 | 7 | 1 | | | 1 | 14 | 16 | 30+ | 32+ | 41— |
| Fourth assistant examiner, Patent Office | 230 | 1 | 2 | | 6 | 66 | 75 | 11 | 14 | 2 | 22 | 106 | 155 | 33— | 25— | 26+ |
| Model repairer, Patent Office | 14 | 2 | | | 3 | 1 | 6 | 6 | | | 1 | 1 | 8 | 43— | 34+ | 35— |
| Nautical expert, Hydrographic Office | 7 | | | | | 3 | 3 | | 1 | | | 3 | 4 | 43— | 40 | 30+ |
| Clerks, naval intelligence, Navy Department | 11 | | 1 | | | 1 | 2 | 3 | 1 | 1 | 1 | 3 | 9 | 18+ | 30 | 31— |
| United States Commission of Fish and Fisheries— | | | | | | | | | | | | | | | | |
| Fish culturist | 6 | | | 1 | 1 | | 2 | 4 | | | | | 4 | 33+ | 29+ | 38 |
| Superintendent of station | 9 | 1 | 1 | | | 1 | 3 | 4 | | | | 2 | 6 | 33+ | 34+ | 40— |
| Statistical and fishery clerk | 21 | | | | 1 | 2 | 3 | 4 | 4 | | 3 | 7 | 18 | 14+ | 35 | 38— |
| Car messenger | 3 | | | | | | | | | | 2 | 1 | 3 | 0 | | 26 |
| Bureau of Engraving and Printing— | | | | | | | | | | | | | | | | |
| Printer's assistant | 681 | 293 | 72 | 8 | 111 | 11 | 495 | 139 | 39 | | 7 | 1 | 186 | 73— | 21+ | 21— |
| Skilled helper | 25 | 9 | 1 | 3 | 6 | | 19 | 6 | | | | | 6 | 76 | 24+ | 28— |
| Draftsman— | | | | | | | | | | | | | | | | |
| Architectural | 11 | | | | | 3 | 3 | 4 | | | 2 | 2 | 8 | 27+ | 20— | 31+ |
| Chart corrector, Coast Survey | 5 | | 1 | | | 1 | 2 | 3 | | | | | 3 | 40 | 37 | 37+ |
| Copyist, mechanical drawings | 10 | 2 | | | | | 2 | | | 1 | 3 | 4 | 8 | 20 | 22+ | 35— |
| Mechanical | 6 | | | | 1 | 1 | 2 | | | 1 | | 3 | 4 | 33+ | 24 | 24+ |
| Topographic, Coast Survey | 3 | | | | | 3 | 3 | | | | | | | 100 | 22 | |
| Surveyor's clerk, General Land Office | 9 | | 2 | | | 2 | 4 | | 1 | | 1 | 3 | 5 | 44+ | 42— | 49+ |
| Topographic (general) | 51 | | 2 | | 2 | 10 | 14 | 5 | 4 | | 0 | 10 | 37 | 28— | 26— | 29— |

| | | | | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Computer— | | | | | | | | | | | | | | | | |
| Expert, Hydrographic Office | 6 | | | | | 1 | 1 | | | | | 6 | 6 | 0 | | 27+ |
| Assistant, Nautical Almanac Office | 7 | | | | | 1 | 1 | | | | | 6 | 6 | 14+ | 26 | 24+ |
| Computer, Naval Observatory | 8 | 1 | | | | 4 | 5 | | | | | 3 | 3 | 62+ | 28+ | 24— |
| Department of Agriculture— | | | | | | | | | | | | | | | | |
| Artist and draftsman | 20 | 2 | | | | 2 | 4 | 5 | 4 | | 4 | 3 | 16 | 20 | 34+ | 30— |
| Assistant botanist | 7 | | | | 1 | | 1 | | | | | 6 | 6 | 14+ | 32 | 26+ |
| Assistant pathologist | 19 | 1 | | | | 3 | 4 | 5 | 8 | | 1 | 1 | 15 | 21+ | 25 | 30+ |
| Agricultural editor | 2 | | | | | 1 | 1 | | | | | 1 | 1 | 50 | 25 | 75 |
| Assistant meteorological observer | 42 | 3 | 3 | 2 | 6 | 10 | 33 | 4 | 2 | 3 | | | 9 | 79— | 26+ | 35— |
| Botanical editor | 2 | | | | | 2 | 2 | | | | | | | 100 | 36+ | |
| Copyist and bibliographer | 5 | | 1 | | | | 1 | 1 | 1 | | 2 | | 4 | 20 | 30 | 20— |
| Forestry clerk | 1 | | | | 1 | | 1 | | | | | | | 100 | 20 | |
| Horticultural and entomological editor | 9 | | | | | 5 | 5 | | | | | 4 | 4 | 56— | 32+ | 30— |
| Librarian | 13 | | | | | 1 | 1 | | 1 | | 1 | 10 | 12 | 8— | 25 | 39— |
| Meat inspector | 31 | | 1 | | | 2 | 3 | 3 | 1 | | 2 | 22 | 28 | 10— | 33— | 30— |
| Meteorological clerk | 12 | 1 | 2 | | 1 | 7 | 11 | | | | | 1 | 1 | 91+ | 31— | 56 |
| Ornithological clerk | 2 | | | | 2 | | 2 | | | | | | | 100 | 21 | |
| Proof reader and bibliographer | 1 | | | | | 1 | 1 | | | | | | | 100 | 27 | |
| Proof reader and editorial clerk | 23 | 4 | 2 | | 2 | 3 | 11 | 1 | 1 | 2 | 3 | 5 | 12 | 48— | 34— | 40+ |
| Total competitive, departmental service | 3,413 | 528 | 439 | 133 | 551 | 622 | 2,273 | 364 | 183 | 63 | 182 | 348 | 1,140 | 67— | 27— | 29+ |
| *b. Noncompetitive.* | | | | | | | | | | | | | | | | |
| General Rule III, section 2— | | | | | | | | | | | | | | | | |
| Clause (*b*) | 5 | 3 | | | | 2 | 5 | | | | | | | 100 | 38— | |
| Clause (*d*) | 37 | 13 | 3 | | 4 | 6 | 26 | 5 | 1 | | | 5 | 11 | 70+ | 40— | 44— |
| Departmental Rule VIII, section 1, clause (*c*) | 33 | 10 | 3 | | 4 | 7 | 24 | 5 | | 2 | 1 | 1 | 9 | 73— | 28+ | 36+ |
| Transfers (Rule VIII) and promotions (Rule IX) | *44 | | | | | | 38 | | | | | | 6 | 87— | | |
| Total noncompetitive, departmental service | 119 | 26 | 6 | | 8 | 15 | 93 | 10 | 1 | 2 | 1 | 6 | 26 | 78+ | 34+ | 40+ |
| Total competitive, departmental service | 3,413 | 526 | 439 | 133 | 551 | 622 | 2,273 | 364 | 183 | 63 | 182 | 348 | 1,140 | 67— | 27— | 29+ |
| Total departmental service | 3,532 | 554 | 445 | 133 | 559 | 637 | 2,366 | 374 | 184 | 65 | 183 | 354 | 1,166 | 67— | 27+ | 30— |
| Railway mail service: | | | | | | | | | | | | | | | | |
| *a. Competitive.* | | | | | | | | | | | | | | | | |
| Railway mail clerk | 4,250 | 1,025 | 355 | 339 | 920 | 465 | 3,104 | 628 | 101 | 84 | 252 | 81 | 1,146 | 73+ | 25— | 25+ |
| *b. Noncompetitive.* | | | | | | | | | | | | | | | | |
| Transfers (Rule V, 1, *a*) | 15 | 7 | 2 | | 3 | 3 | 15 | | | | | | | 100 | 24+ | |
| Transfers (Rule III, 2, *b*) | 2 | 1 | | | | | 1 | 1 | | | | | 1 | 50 | 18 | 30 |
| Total railway mail service | 4,267 | 1,033 | 357 | 339 | 923 | 468 | 3,120 | 629 | 101 | 84 | 252 | 81 | 1,147 | 73+ | 25— | 25— |

* The candidates examined for transfer from one Department to another under the provisions of Rule VIII, section 1, clause (*a*), and for promotion under Rule IX, section 1, clause (*b*), are not required to file applications, and do not therefore furnish statistics in regard to education and age.

The aggregate of persons examined for all branches of the service for the year shows an increase of 12,541 over the number examined during the fiscal year ended June 30, 1893.

TABLE 11.—*Summary of preceding tables showing, for all grades of competitors in all branches of the classified civil service, the number examined, the number that passed and that failed, etc.*—Continued.

| Kind of examination. | Examined. | Passed. | | | | | | Failed. | | | | | | Per cent passed. | Average age. | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | Education. | | | | | Total. | Education. | | | | | Total. | | Passed. | Failed. |
| | | Common school. | Academic. | Business college. | High school. | Collegiate. | | Common school. | Academic. | Business college. | High school. | Collegiate. | | | | |
| **Indian service:** | | | | | | | | | | | | | | | | |
| *Competitive.* | | | | | | | | | | | | | | | | |
| Superintendent and assistant superintendent | 79 | 3 | 18 | 1 | 7 | 37 | 66 | 1 | 5 | ..... | ..... | 7 | 13 | 84— | 32+ | 39+ |
| Teacher | 192 | 7 | 40 | 3 | 35 | 35 | 120 | 14 | 17 | 1 | 19 | 21 | 72 | 62+ | 29+ | 28+ |
| Matron | 79 | 16 | 22 | 2 | 11 | 11 | 62 | 10 | 4 | 2 | ..... | 1 | 17 | 78+ | 36— | 39+ |
| Physician | 81 | 1 | 4 | ..... | 4 | 33 | 42 | 8 | 3 | ..... | 4 | 24 | 39 | 52— | 30+ | 34— |
| Total Indian service | 431 | 27 | 84 | 6 | 57 | 116 | 290 | 33 | 29 | 3 | 23 | 53 | 141 | 67+ | 31+ | 32+ |
| **Customs service:** | | | | | | | | | | | | | | | | |
| *Competitive.* | | | | | | | | | | | | | | | | |
| Clerk | 848 | 138 | 57 | 72 | 110 | 111 | 488 | 187 | 29 | 31 | 45 | 68 | 360 | 58— | 29— | 29— |
| Day inspector | 1,278 | 326 | 79 | 57 | 129 | 127 | 718 | 371 | 45 | 33 | 50 | 61 | 560 | 56+ | 32— | 33+ |
| Weigher, gauger, and assistant weigher | 288 | 97 | 10 | 15 | 17 | 26 | 165 | 88 | 13 | 8 | 6 | 8 | 123 | 57+ | 31+ | 36— |
| Examiner | 62 | 9 | ..... | 1 | 3 | 7 | 20 | 20 | 2 | 4 | 3 | 13 | 42 | 22+ | 37+ | 40— |
| Night inspector and watchman | 648 | 321 | 26 | 22 | 63 | 53 | 485 | 139 | 7 | 2 | 11 | 4 | 163 | 75— | 31+ | 36+ |
| Opener and packer | 138 | 58 | 7 | 2 | 6 | ..... | 73 | 62 | ..... | ..... | 2 | 1 | 65 | 53— | 31+ | 33+ |
| Inspectress | 77 | 20 | 6 | ..... | 14 | 5 | 45 | 16 | 9 | 1 | 5 | 1 | 32 | 58+ | 31— | 36+ |
| Sampler | 33 | 10 | 1 | ..... | 4 | 3 | 18 | 10 | 2 | 2 | ..... | 1 | 15 | 55— | 32+ | 33— |
| Total customs service | 3,372 | 979 | 186 | 169 | 346 | 332 | 2,012 | 893 | 107 | 81 | 122 | 157 | 1,360 | 60— | 31— | 33— |
| **Postal service:** | | | | | | | | | | | | | | | | |
| *Competitive.* | | | | | | | | | | | | | | | | |
| 1. Fifty-three post-offices classified prior to January 1, 1893, each having 50 or more employees: | | | | | | | | | | | | | | | | |
| Clerk | 5,674 | 2,070 | 299 | 396 | 726 | 426 | 3,917 | 1,280 | 96 | 106 | 178 | 97 | 1,757 | 69— | 25— | 25+ |
| Carrier | 10,242 | 3,992 | 202 | 297 | 435 | 268 | 5,194 | 4,351 | 118 | 194 | 254 | 131 | 5,048 | 51— | 27— | 27+ |
| Total | 15,916 | 6,062 | 501 | 693 | 1,161 | 694 | 9,111 | 5,631 | 214 | 300 | 432 | 228 | 6,805 | 57+ | 26— | 27— |

| | | | | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| 2. *Post-offices classified by Presidental order of January 5, 1893.* | | | | | | | | | | | | | | | | |
| Clerk | 3,957 | 681 | 300 | 347 | 920 | 350 | 2,598 | 481 | 97 | 124 | 198 | 99 | 999 | 72+ | 25— | 27— |
| Carrier | 6,264 | 1,386 | 174 | 268 | 599 | 207 | 2,634 | 2,695 | 148 | 222 | 401 | 164 | 3,630 | 42+ | 26+ | 29— |
| Total | 9,861 | 2,067 | 474 | 615 | 1,519 | 557 | 5,232 | 3,176 | 245 | 346 | 599 | 263 | 4,629 | 53+ | 26— | 28+ |
| Total 53 offices | 15,916 | 6,062 | 501 | 693 | 1,161 | 694 | 9,111 | 5,631 | 214 | 300 | 432 | 228 | 6,805 | 57+ | 26— | 27— |
| Total postal service | 25,777 | 8,129 | 975 | 1,308 | 2,680 | 1,251 | 14,343 | 8,807 | 459 | 646 | 1,031 | 491 | 11,434 | 56— | 26— | 27+ |
| Grand total of all branches of the classified service | 37,379 | 10,722 | 2,047 | 1,955 | 4,565 | 2,804 | 22,131 | 10,736 | 880 | 879 | 1,611 | 1,136 | 15,248 | 60— | 26+ | 28— |

## II.—APPOINTMENTS AND SEPARATIONS.

### CERTIFICATION FOR APPOINTMENT IN THE DEPARTMENTAL SERVICE.

The examinations for the departmental service may be grouped into three classes: (1) Clerk-copyist, (2) stenography and typewriting, and (3) other technical examinations. There has been a decrease for several years past in the number appointed under the clerk-copyist examination and an increase in the number of appointments from examinations which require special attainments. During the year ended June 30, 1894, four out of five calls for men were for persons who in addition to a common-school education possessed some special qualification, like that of stenography. Forty appointments were made from the clerk-copyist register in this year, of which 34 were of men and 6 of women, while 963 men and 425 women became eligible. Only 3 per cent of the male eligibles and 1 per cent of the female eligibles were appointed under this examination. From the Southern and Southwestern States a male eligible with a high grade has but a small chance under the clerk-copyist examination, while from the Northern and most of the Western States the appointments are practically all made from the special registers. This is explained at length in the pamphlet of instructions to applicants. Illinois, Indiana, and Michigan, for instance, had no clerk-copyist appointments in the last year; Massachusetts, New York, Ohio, and Pennsylvania, in the last two years; Maryland, Virginia, and some of the small States, in the last three years or more. Under the examinations in stenography and typewriting 50 per cent of the men and 9 per cent of the women eligibles were appointed during the year. Few calls are made for women stenographers. The departments in calling for stenographers invariably ask for those who are also typewriters. A grade of 80 per cent in typewriting for men and 88 per cent for women is necessary in order to have a good chance of appointment. One-half of all the appointments in the departments at Washington are made from the technical examinations.

On page 201 will be found a table showing the number of appointments charged to each State under the apportionment since July 16, 1883, and also showing the percentage received by each State of the 2,000 appointments now being apportioned. A reference to this table will show the States from which there is the least chance of appointment.

When a vacancy is to be filled the head of the department calls for a certification of eligibles, specifying the qualifications and sex. If for clerk-copyists, the three eligibles of the sex named of highest grade on the register of the State having the least share of appointments are certified (providing there are no preference-claimant eligibles, they being entitled to certification before all other eligibles irrespective of grade or State), and from the three a selection is made. If a typewriter is called for, the three eligibles of the sex named standing highest from the States taken together which have not received more than the average share of appointments for all the States and from other special registers the three highest from all States that have not received their entire share under the present basis of apportionments are certified.

Efforts to secure certification out of the prescribed order are useless. The Commission has no discretion in making certifications, the process being a purely mechanical one. The only factors to be considered are the grade secured in the examination and the apportionment of appointments by States. The applicant decides for himself his chance of appointment by his merit shown in the examination.

Appointments of printer's assistant and skilled helper in the Bureau of Engraving and Printing are not apportioned. At the printer's-assistant examination of 1893 495 women passed, of whom 113 were appointed; and for skilled helper 19 men passed and 4 were appointed.

The apportionment of appointments in the classified departmental service has been generally maintained, though a few of the States have received relatively an excess. By reference to the table on page 201 it will be seen that the States that have received this apparent excess are mostly those in which the relative value of one appointment ranges from 33 to 100 per cent in 2,000 appointments. For example, Arizona is entitled to two appointments under the present apportionment, and has received both of these, or 100 per cent, each of these appointments counting 50 per cent. The few exceptions are States which have received appointments to technical places for which no eligibles could be secured from States not in excess. Examples of this class are Colorado, District of Columbia, Georgia, Maryland, New Hampshire, Rhode Island, and Virginia. On page 192 it is shown that no clerk-copyist appointments have been made from these States, the appointments having been wholly from the special registers.

## SOLDIERS AND SAILORS.

Section 1754, Revised Statutes, requires that those who are discharged from the military or naval service for wounds or sickness incurred in the line of duty, and who "are found to possess the necessary business qualifications," shall be preferred in civil appointment.

The rules permit the reinstatement to the service, in which they were formerly employed, without regard to the length of time separated therefrom, of the soldiers and sailors of the late war of the rebellion who were honorably discharged. For all other persons the limit of time after separation for reinstatement is one year.

The Commission sees that those persons entitled to preference in certification for appointment under section 1754, Revised Statutes, are secured in their rights to certification, and as a matter of fact they receive this preference only in the classified service, under the action of the Commission, and they do not as a rule receive it anywhere else. Not only is every provision of law in favor of soldiers and sailors preserved under the civil-service act and rules, but these patriotic privileges have been extended in several directions under the civil-service rules and the practice of the Commission. It is only in the classified service that veterans have received the recognition to which they are entitled by law.

In removals and reductions, however, the Commission has no power to interfere, unless it can be shown that discrimination was made for purely political reasons.

*Number of preference claimants (under section 1754, Revised Statutes) appointed, and number of soldiers and sailors reinstated under the proviso in the civil-service rules exempting them from the time limit of one year for reinstatement.*

| | Departmental service. | | | Railway mail service. | | | Indian service. | | |
|---|---|---|---|---|---|---|---|---|---|
| | Passed. | Appointed. | Reinstated. | Passed. | Appointed. | Reinstated. | Passed. | Appointed. | Reinstated. |
| Prior to June 30, 1887 | 45 | 31 | ..... | ..... | ..... | ..... | ..... | ..... | ..... |
| During year ended June 30— | | | | | | | | | |
| 1888 | 24 | 22 | ..... | ..... | ..... | ..... | ..... | ..... | ..... |
| 1889 | 14 | 14 | 4 | 6 | 4 | ..... | ..... | ..... | ..... |
| 1890 | 50 | 45 | 151 | 20 | 11 | 7 | ..... | ..... | ..... |
| 1891 | 27 | 25 | 46 | 10 | 8 | 14 | ..... | ..... | ..... |
| 1892 | 23 | 20 | 31 | 4 | 1 | 7 | ..... | ..... | ..... |
| 1893 | 9 | 9 | 30 | 2 | 2 | 8 | 2 | 2 | ..... |
| 1894 | 11 | 9 | 33 | 2 | ..... | 6 | 1 | 1 | ..... |
| Total | 203 | 175 | 295 | 44 | 26 | 42 | 3 | 3 | ..... |

NOTE.—The statistics of soldiers and sailors passed and appointed are only of the limited class entitled to preference under section 1754, Revised Statutes. The statistics as to reinstatements are of all soldiers and sailors who served in the war of the rebellion.

The names of those appointed in the departmental service during the year covered by this report will be found in table 13 on page 192. Few, if any, appointed obtained on examination a grade which would have entitled them to certification had not the civil-service rules given them preference in accordance with the statute. (See decisions at page 95.) Many other appointments of preference claimants and reinstatements of soldiers and sailors have been made in the postal and customs service.

## REINSTATEMENTS.

The following table shows the distribution among the several Executive Departments of the 875 persons for whom certificates for reinstatement were issued from May 21, 1887, to February 11, 1895. The rule (Departmental Rule X) does not require an examination for reinstatement, nor is eligibility for reinstatement restricted to persons who entered the service under the civil-service rules.

*Distribution of reinstatements in the several Executive Departments from May 21, 1887, to February 11, 1895.*

| Department. | Number of certifications. | Department. | Number of certifications. |
|---|---|---|---|
| Interior | 386 | Labor | 9 |
| Treasury | 238 | Fish Commission | 7 |
| War | 154 | Navy | 6 |
| Post-Office | 57 | State | 2 |
| Agriculture | 14 | Civil Service Commission | 2 |

## TRANSFERS.

*Distribution of transfers in the several Executive Departments from April 30, 1887, to February 5, 1895.*

| Department from which transfer was made. | Department to which transfer was made. | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | State. | Treasury. | War. | Navy. | Post-Office. | Interior. | Justice. | Agriculture. | Labor. | Fish Commission. | Civil Service Commission. | Total. |
| State | ..... | ..... | ..... | ..... | ..... | 1 | ..... | ..... | ..... | ..... | ..... | 1 |
| Treasury | 2 | ..... | 8 | 2 | 23 | 95 | 9 | 3 | 1 | 1 | 8 | 152 |
| War | 7 | 59 | ..... | 1 | 27 | 135 | 2 | 5 | 3 | ..... | 9 | 248 |
| Navy | ..... | 1 | 1 | ..... | 1 | 9 | 1 | ..... | ..... | ..... | ..... | 13 |
| Post-Office | ..... | 17 | 5 | ..... | ..... | 11 | 1 | 2 | ..... | ..... | 2 | 38 |
| Interior | 1 | 42 | 19 | 5 | 19 | ..... | 1 | 4 | 3 | 1 | 6 | 101 |
| Justice | ..... | ..... | 1 | ..... | ..... | 3 | ..... | ..... | ..... | ..... | ..... | 4 |
| Agriculture | 1 | 6 | 4 | ..... | 2 | 14 | ..... | ..... | ..... | ..... | 8 | 35 |
| Labor | ..... | ..... | ..... | ..... | ..... | 5 | ..... | ..... | ..... | ..... | 1 | 6 |
| Fish Commission | ..... | ..... | ..... | ..... | ..... | 2 | ..... | ..... | ..... | ..... | 1 | 3 |
| Civil Service Commission | 1 | 2 | 1 | 1 | 2 | 4 | ..... | ..... | ..... | ..... | ..... | 11 |
| Executive Mansion | ..... | 2 | 1 | ..... | 1 | 2 | ..... | ..... | ..... | ..... | ..... | 6 |
| Total | 12 | 129 | 40 | 9 | 75 | 281 | 14 | 14 | 7 | 2 | 35 | 618 |

## REMOVALS IN ALL BRANCHES OF THE CLASSIFIED SERVICE.

1. THE DEPARTMENTAL SERVICE.

In this branch of the classified service there were employed on June 30, 1894, 3,457 persons, of whom 1,003 were women, who were appointed under the civil-service rules. The whole number of persons employed in that service was 11,865, of whom 8,660 were men and 3,205 women. During 1893 and 1894 there was a reduction of classified employees in the War Department of about 424 men. Of the men appointed through examination, 73 were removed during the year ended June 30, 1894, and of the women 81, of whom 78 were printers' assistants in the Bureau of Engraving and Printing, the percentage being 2.8 of the men employed, and less than 1 per cent of the women, exclusive of printers' assistants. Of the 3,469 appointees under the rules, the whole number leaving the service for all causes was 313, of whom 112 were printers' assistants. Of the 112 printers' assistants 78 were removed, of whom 70 were colored. (See correspondence with the Secretary of the Treasury respecting alleged discrimination on the grounds of color at page 319, *post.*) Thirty-two of the 325 persons leaving the service were reinstated during the year. The 325 does not include 67 resignations of persons from one department to accept appointment in another department, these being mere transfers.

The reduction of force occurring in the War and Treasury Departments in 1894 affords an opportunity to compare the work of the men appointed under the merit system with that of those appointed without examination. Of the 9,273 employees in the departments at Washington subject to competitive examination on June 30, 1894, 3,457, or 37 per cent, entered under the merit system; but for purposes of comparison it may be allowed that the employees in the War Department are divided as two to three between the merit and the patronage systems. We find in the Record and Pension Office, where the proportion of men appointed under competitive examination is larger than in any other part of the departmental service, that, taken consecutively at random, out of 56 promotions 52 were of the new men and only 4 of the old men. Sixty of the men removed were appointed under civil-service rules, and 91 without examination. In the other bureaus 19 removals were of men under the new system and 75 under the old. Four of the new men were reduced and 57 of the old. Of the two classes those appointed through competitive examination solely with regard to their merit were likely to have the least influence or inclination to press upon the department for promotion or retention in the service.

In the Treasury Department 58 promotions were of the new men and 27 of the old. Seven of the new men were reduced and 54 of the old. Five of the new men resigned and 4 were removed, while of the old 13 resigned and 20 were removed.

During the year ended June 30, 1894, only 1 person was dropped in the departmental service at the expiration of probation; none during probation.

2. THE RAILWAY MAIL SERVICE.

Of the 7,899 employees in the railway mail service on June 20, 1894, 521 were substitutes. Of these, during the year, 20 were removed—a percentage of 3.81. The entire number of substitutes leaving the service was 148—a percentage of 28.1. This large percentage is explained by the fact that substitutes receive no pay except for the time actually employed. There is one substitute for every ten regular clerks. Their employment is uncertain and, as a rule, for brief periods. Often they render no service at all until appointed to the regular force. As there is generally too little work to give support for themselves and their families, those living away from the line of road can not give up their regular occupations, nor can they refuse such private employment as they may be able to secure; therefore many of them either decline substitute service or only respond occasionally. A situation so precarious in its nature results in a large percentage of resignations. In the Report of the General Superintendent of the railway mail service for 1894, he says, in urging that provision be made for a paid auxiliary force: "Our substitute service has improved very much within the past few years, because under civil-service methods the material provided is more suitable in every respect. In age, physical condition, mental and educational capacity, and susceptibility of development it ranks much higher than formerly."

In the regular railway mail force the numbers were nearly evenly divided between the men remaining in the service from the time of its classification on May 1, 1889, of whom there were 3,575, and those appointed through examination under the civil-service rules, of whom there were 3,803. The percentage of separations of the new men was 5.68 and of the old 5.23; of removals, 2.68 per cent of the new men and 2.01 per cent of the old force. The men of the old force were all veterans, there not being a single probationer among them. More than a fourth, however, of the 4,019 clerks who were appointed under the civil-service rules and served during the year ended June 30, 1894, were probationers, and a large proportion of the 216 separated from the service were dropped because they had failed to make records which would justify their permanent appointment.

These statistics are of special value as showing that in the railway mail service, which is naturally subject to the greatest fluctuations and where the strictest standard of discipline is maintained, the percentage of removals nevertheless is by far the smallest. The figures establish an inference in favor of the good character and efficiency of those appointed under the rules and the adequacy of the examinations as practical tests.

The following statement is valuable as showing the improvement in the railway mail service since its classification in 1889. It is especially significant as indicating the demoralization in the service in 1890, consequent upon the wholesale removal of efficient clerks in 1889 and the appointment to their places, through personal and political influence, of incompetent and inexperienced men. It is also conclusive as proving that the continuous improvement in the service has been the result of the greater efficiency of the men, the number of whom increases year by year, who enter the service through competitive examinations. The statement is taken from the Report of the Postmaster-General for 1894.

*Actual work done in the railway mail service 1884–1894.*

| Year ending June 30— | Number of pieces distributed. | Increase. | Number of errors. | Increase of errors. | Decrease of errors. | Number correct to each error. |
|---|---|---|---|---|---|---|
| 1884 | 4,519,661,900 | 538,145,620 | 1,167,223 | 208,745 | ..... | 3,872 |
| 1885 | 4,948,059,400 | 428,397,500 | 887,704 | ..... | 279,519 | 5,575 |
| 1886 | 5,329,521,475 | 381,462,075 | 1,260,443 | 372,739 | ..... | 4,228 |
| 1887 | 5,834,690,875 | 505,479,398 | 1,734,617 | 474,174 | ..... | 3,364 |
| 1888 | 6,528,772,060 | 694,081,185 | 1,765,821 | 31,204 | ..... | 3,694 |
| 1889 | 8,026,837,130 | 498,065,070 | 1,777,295 | 11,474 | ..... | 3,954 |
| 1890 | 7,847,723,600 | 820,886,470 | 2,769,245 | 991,950 | ..... | 2,834 |
| 1891 | 8,546,370,090 | 698,646,490 | 2,005,973 | ..... | 763,272 | 4,261 |
| 1892 | 9,227,816,090 | 681,446,000 | 1,658,457 | ..... | 347,516 | 5,564 |
| 1893 | 9,772,075,810 | 544,259,720 | 1,367,880 | ..... | 290,577 | 7,144 |
| 1894 | 10,033,973,790 | 261,897,980 | 1,281,094 | ..... | 86,786 | 7,832 |

By comparing the record of 1893 with that of 1894 it will be seen that the increase in the number of pieces handled correctly to each error made for 1894 over 1893 is 688, which is remarkable, considering the fact that the record for 1893 was the best that had ever been made.

3. THE POSTAL SERVICE.

The number of regular carriers employed June 30, 1894, was 11,736. The whole number of separations during the year was 750, making a percentage of 6.39. The number removed was 433, a percentage of 3.70. The number of clerks employed was 10,100, including 2,267 places excepted from examination, of which 1,500 were specifically designated as excepted. The number separated of the 10,100 clerks was 1,176, a percentage of 11.64. The Commission is unable to state the percentage removed of those who entered through examination under the rules as contrasted with the percentage of those removed who were appointed under the old system. At the 53 post-offices having more than 50 employees, classified prior to January 5, 1893, embracing two-thirds of the classified postal service in extent of force, the natural changes have resulted in making probably more than half of the nonexcepted force composed of persons appointed under the civil-service rules, and relatively the bulk of changes has taken place at the 557 offices classified since January 5, 1893. At the 53 old offices there have been very few complaints of removals, and these have been confined to one or two smaller offices at which the rules had not been long in operation. It is believed that about 95 per cent of the removals at the 557 newly classified offices were of appointees in the service at the time of the classification, and that about 95 per cent were of the party opposed to that of the postmaster under whom the removals were made. In some of these 557 offices sweeping changes have been made. This was notably the case in Indiana and Mississippi, but the offices were so small that the number of these changes was not great, compared with the total number of carriers in all the offices. The whole number of separations for the entire classified force at the 610 post-offices was 1,926. A little more than one-half the force employed is carriers, thus showing a much greater percentage of changes in the clerical force than in the carrier force, as the number of clerks given includes the number of excepted places.

The following order was made by the Postmaster-General on June 28, 1894:

For the purpose of avoiding unjust removals of clerks and carriers in the classified service, and to avoid embarrassment and annoyance to the Department and postmasters with reference thereto, postmasters in free-delivery offices are hereby notified that the following policy prevails in the Post-Office Department and will be enforced:

All removals and new employments of clerks and changes in rosters must be reported to the First Assistant Postmaster-General as soon as made.

No carrier shall be removed except for cause and upon written charges filed with the Post-Office Department, and of which the carrier shall have full notice and an opportunity to make defense.

No resignation requested by the postmaster, or by anyone for him, will be accepted by the Department.

This order not only has the effect of deterring postmasters from submitting frivolous charges, but by giving the accused letter carrier opportunity to prepare his defense accords him a right never before recognized.

4. THE INDIAN SERVICE.

The rules went into effect in this service on March 1, 1892. The present force is about evenly divided between the employees remaining in the service prior to May 1, 1892, and those appointed since through examination under the civil-service rules. Of the former, on June 30, 1894, there were 379, and of the latter, 320. Of the old force 113 left the service during the year, as compared with 45 of the number appointed through examination, making a percentage of 29.82 as against 14.87 in favor of the new employees. Forty-seven of the old force were removed and 20 of the new, making relative percentages of 12.40 and 6.25 in favor of the superior character and competency of the employees appointed through examination.

In the annual report of the superintendent of Indian schools for 1893 he states that Mr. J. B. Harrison is a wide observer, and quotes from his book, Latest Studies on Indian Reservations (pp. 190 and 191), where he says:

Moral assassination, or the destruction of reputation and character, is often resorted to on Indian reservations as means of obtaining the dismissal of a teacher or other Government employee, whose place is coveted by some person who naturally employs the vilest and most dishonorable means for the attainment of any object, simply because such influences are to him most familiar and congenial. I have often been told in towns near Indian reservations that for $10 one could obtain ten affidavits accusing any man or woman of any crime whatever, and I have no reason to doubt the truth of the assertion. No degree of excellence, of purity, or elevation of character affords the least security or protection against the foulest accusations, and the rule that virtue and goodness are sure to triumph in the end has some exceptions in the Indian service. After careful observation and study of the psychology of many Indian reservations, especially that of the white people on and near them, I am obliged to conclude that in all cases of charges of wrongdoing or impropriety of any kind against any person in the Indian service the presumption is in the accused person's favor.

## WOMEN IN EXAMINATIONS.

*Table showing for different branches of the service the ratio of females to the whole number examined and to the whole number who passed, from January 16, 1886, to June 30, 1894.*

[See Table 16 for comparison of appointments of men and women in appointments and removals in the departmental service.]

| Period covered and branch of service. | Number examined. | | | Number passed. | | |
|---|---|---|---|---|---|---|
| | Females. | Total. | Per cent. | Females. | Total. | Per cent. |
| January 16, 1886, to June 30, 1887: | | | | | | |
| Departmental | 1,180 | 4,327 | 27.3— | 948 | 2,977 | 31. 3— |
| Customs | 150 | 4,058 | 3.7— | 108 | 2,547 | 4. 2— |
| Postal | 557 | 7,467 | 7.5— | 480 | 5,222 | 9. 2— |
| Total | 1,887 | 15,852 | 11.9+ | 1,536 | 10,746 | 14. 3— |
| July 1, 1887, to June 30, 1888: | | | | | | |
| Departmental | 882 | 2,699 | 30.5— | 629 | 1,736 | 36. 2+ |
| Customs | 95 | 2,479 | 3.8+ | 70 | 1,500 | 4. 7— |
| Postal | 311 | 6,103 | 5.1— | 239 | 3,632 | 6. 6— |
| Total | 1,228 | 11,281 | 10.9— | 938 | 6,868 | 13. 7— |
| July 1, 1888, to June 30, 1889: | | | | | | |
| Departmental | 1,154 | 3,697 | 31.2+ | 835 | 2,182 | 38. 3— |
| Customs | 77 | 2,425 | 3.2— | 55 | 1,379 | 4 — |
| Postal | 399 | 10,702 | 3.7— | 327 | 6,615 | 4. 9+ |
| Total | 1,630 | 16,824 | 9.7— | 1,217 | 10,176 | 11.9— |
| July 1, 1889, to June 30, 1890: | | | | | | |
| Departmental | 1,082 | 3,751 | 28.8+ | 793 | 2,117 | 37.4+ |
| Customs | 78 | 3,587 | 2.2— | 42 | 1,797 | 2.3+ |
| *Postal* | 530 | 11,193 | 4.7+ | 422 | 6,904 | 6.1— |
| *Total* | 1,690 | 18,531 | 9.1+ | 1,257 | 10,818 | 11.6+ |

*Table showing for different branches of the service the ratio of females to the whole number examined and to the whole number who passed, etc.*—Continued.

| Period covered and branch of service. | Number examined. | | | Number passed. | | |
|---|---|---|---|---|---|---|
| | Females. | Total. | Per cent. | Females. | Total. | Per cent. |
| July 1, 1890, to June 30, 1891: | | | | | | |
| Departmental | 1,776 | 5,251 | 33.8+ | 1,407 | 3,366 | 41.2+ |
| Customs | 20 | 1,579 | 1.3— | 13 | 992 | 1.3+ |
| Postal | 667 | 8,538 | 7.8+ | 559 | 5,840 | 9.6— |
| Total | 2,463 | 15,368 | 16 + | 1,979 | 10,198 | 19.4— |
| July 1, 1891, to June 30, 1892: | | | | | | |
| Departmental | 1,534 | 3,919 | 40.7— | 1,234 | 2,603 | 47.4+ |
| Customs | 16 | 1,624 | 1. — | 13 | 962 | 1.3+ |
| Postal | 616 | 9,162 | 6.7+ | 470 | 5,551 | 8.5— |
| Indian | 46 | 158 | 29.1+ | 26 | 94 | 27.6+ |
| Total | 2,272 | 14,863 | 15.3— | 1,743 | 9,210 | 18.9+ |
| July 1, 1892, to June 30, 1893: | | | | | | |
| Departmental | 936 | 2,446 | 38.3— | 699 | 1,664 | 42. + |
| Customs | 36 | 2,491 | 1.4+ | 18 | 1,270 | 1.4+ |
| Postal | 1,119 | 15,875 | 7. — | 818 | 8,474 | 9.7— |
| Indian | 183 | 471 | 38.6+ | 108 | 284 | 38. + |
| Total | 2,274 | 21,283 | 10.7— | 1,643 | 11,692 | 14.1+ |
| July 1, 1893, to June 30, 1894: | | | | | | |
| Departmental | 1,259 | 3,537 | 35.6— | 937 | 2,370 | 39.5— |
| Customs | 81 | 3,372 | 2.4+ | 49 | 2,012 | 2.4+ |
| Postal | 1,842 | 25,766 | 7.1— | 1,426 | 4,334 | 10. — |
| Indian | 176 | 431 | 40.8+ | 119 | 290 | 41. + |
| Total | 3,358 | 33,106 | 10.1+ | 2,531 | 19,006 | 13.3+ |
| Aggregate | 16,802 | 147,108 | 11.4+ | 12,844 | 88,714 | 14.5— |

TABLE 12.—*Comparison of the numbers appointed with the numbers who passed the examinations for the departmental, Railway Mail, and Indian services during the year ended June 30, 1894.*

| Legal residence. | Departmental service. | | | | | | | | | | | | | | Railway mail service. | | Indian service. | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Examinations. | | | | | | | | | | | | Appointed. | | | | Physician. | | | | Teacher. | | | | Matron. | | Superintendent and assistant superintendent (males). | |
| | Clerk-copyist. | | | | Typewriting or stenography. | | | | Special (technical) examinations. | | | | | | | | | | | | | | | | | | | |
| | Passed. | | App'd. | | Passed. | | App'd. | | Passed. | | App'd. | | | | | | Passed. | | App'd. | | Passed. | | App'd. | | | | | |
| | M. | F. | M. | F. | M. | F. | M. | F. | M. | F. | M. | F. | Preference claimants. | Noncompetitive. | Passed. | Appointed. | M. | F. | M. | F. | M. | F. | M. | F. | Passed. | App'd. | Passed. | App'd. |
| Alabama | 33 | 6 | 1 | 1 | 3 | 2 | 3 | .... | 12 | .... | 3 | .... | ..... | 1 | 33 | 11 | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... |
| Alaska | 1 | .... | 1 | .... | .... | .... | .... | .... | .... | .... | .... | .... | ..... | ..... | ..... | ..... | 1 | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... |
| Arizona | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | ..... | ..... | 2 | 1 | 1 | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... |
| Arkansas | 7 | 1 | 2 | .... | .... | 1 | .... | .... | 2 | .... | 1 | .... | ..... | ..... | 25 | 30 | 2 | .... | .... | .... | .... | .... | 1 | .... | 1 | 1 | .... | .... |
| California | 18 | 7 | .... | .... | 2 | 2 | .... | .... | 2 | .... | 1 | .... | ..... | 1 | 64 | 6 | 2 | .... | 1 | .... | .... | 2 | .... | 2 | .... | 2 | 2 | 1 |
| Colorado | 5 | 2 | .... | .... | 3 | 1 | .... | .... | 6 | .... | 1 | .... | ..... | ..... | 37 | 3 | 1 | .... | .... | .... | 1 | 1 | .... | 1 | 3 | 1 | 1 | 2 |
| Connecticut | 2 | 8 | .... | .... | .... | 1 | .... | 1 | 5 | .... | 1 | .... | ..... | ..... | 51 | 8 | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... |
| Delaware | 5 | 1 | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | ..... | 1 | 11 | 5 | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... |
| District of Columbia | .... | .... | .... | .... | .... | .... | .... | .... | 19 | 1 | 6 | .... | ..... | ..... | 32 | .... | 2 | .... | 2 | .... | 1 | 1 | .... | .... | 5 | 4 | .... | .... |
| Florida | 3 | 2 | .... | .... | .... | .... | .... | .... | 5 | .... | 1 | .... | ..... | ..... | 15 | 11 | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... |
| Georgia | 53 | 12 | .... | .... | 4 | 3 | 4 | .... | 14 | .... | 5 | .... | 1 | 3 | 76 | 22 | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... |
| Idaho | .... | 1 | .... | .... | .... | .... | .... | .... | 1 | .... | .... | .... | ..... | ..... | 8 | 2 | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | 1 | .... |
| Illinois | 70 | 25 | 2 | .... | 8 | 2 | 8 | .... | 26 | .... | 8 | .... | ..... | 7 | 269 | 64 | 1 | .... | .... | .... | 7 | 2 | 4 | 2 | 2 | 2 | 3 | 1 |
| Indiana | 54 | 16 | .... | .... | 7 | 2 | 2 | .... | 18 | 1 | 7 | .... | a1 | 1 | 211 | 38 | .... | .... | .... | .... | 2 | 1 | 3 | .... | 1 | 1 | 6 | .... |
| Indian Territory | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | ..... | ..... | 1 | .... | .... | .... | .... | .... | .... | 1 | 1 | 1 | .... | .... | .... | .... |
| Iowa | 22 | 7 | 5 | .... | 3 | 2 | .... | .... | 12 | .... | .... | .... | ..... | ..... | 156 | 33 | .... | .... | .... | .... | 1 | 4 | 1 | .... | .... | .... | 1 | .... |
| Kansas | 37 | 12 | .... | .... | 6 | 3 | 1 | 1 | 9 | 1 | 1 | .... | a1 | 2 | 99 | 27 | .... | .... | 1 | .... | 12 | 13 | 7 | 11 | 8 | 3 | 9 | 3 |
| Kentucky | 42 | 12 | 2 | 1 | .... | 2 | .... | .... | 9 | 2 | 5 | .... | ..... | 1 | 35 | 20 | 1 | .... | 1 | .... | 1 | .... | .... | .... | 1 | 1 | 1 | .... |
| Louisiana | 4 | 11 | 2 | .... | 1 | .... | .... | .... | 1 | .... | .... | .... | ..... | 1 | 11 | 5 | .... | .... | .... | .... | .... | 1 | .... | 2 | .... | .... | 1 | .... |
| Maine | 8 | 3 | .... | .... | 2 | 1 | 1 | .... | 4 | .... | .... | .... | ..... | ..... | 21 | 10 | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... |
| Maryland | 22 | 21 | .... | .... | 5 | 3 | .... | .... | 15 | .... | .... | .... | 1 | 1 | 40 | 15 | 1 | .... | .... | .... | .... | 1 | .... | 1 | .... | .... | 1 | .... |
| Massachusetts | 18 | 8 | .... | .... | 5 | .... | 1 | 1 | 28 | 1 | 7 | .... | 1 | 5 | 125 | 16 | .... | .... | .... | .... | .... | 2 | .... | .... | .... | .... | .... | .... |
| Michigan | 39 | 18 | .... | .... | 10 | 7 | 1 | 2 | 20 | .... | 8 | .... | ..... | ..... | 112 | 20 | .... | .... | .... | .... | 3 | 1 | 2 | 4 | 2 | .... | 8 | 2 |
| Minnesota | 19 | 11 | 1 | .... | 6 | 5 | 1 | .... | 6 | .... | 2 | .... | ..... | 3 | 82 | 12 | 2 | .... | 1 | .... | .... | .... | .... | .... | .... | .... | .... | .... |
| Mississippi | 21 | 15 | 1 | .... | .... | 3 | .... | .... | 4 | .... | 2 | .... | ..... | 1 | 17 | 5 | 3 | .... | .... | .... | 2 | 1 | .... | 1 | .... | .... | .... | .... |
| Missouri | 32 | 12 | .... | 1 | 1 | 4 | 1 | .... | 15 | 1 | 5 | .... | 1 | 4 | 160 | 46 | .... | .... | 8 | .... | 2 | 3 | 6 | 4 | 6 | 4 | 3 | 2 |
| Montana | 2 | 1 | .... | .... | 2 | .... | 1 | .... | 2 | .... | .... | .... | ..... | ..... | 19 | 10 | .... | .... | .... | .... | .... | 1 | 1 | .... | 1 | 1 | .... | .... |
| Nebraska | 13 | 8 | 1 | .... | .... | .... | .... | .... | 6 | .... | .... | .... | ..... | 1 | 122 | 20 | 1 | .... | 1 | .... | 5 | 2 | 6 | 2 | 3 | 2 | 6 | 1 |
| Nevada | 1 | .... | .... | .... | .... | .... | .... | .... | 2 | .... | 1 | .... | ..... | ..... | 2 | 0 | .... | .... | .... | .... | .... | 1 | .... | .... | .... | .... | .... | .... |
| New Hampshire | .... | 2 | .... | .... | .... | 1 | 1 | .... | 3 | .... | .... | .... | ..... | ..... | 22 | 0 | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... |
| New Jersey | 12 | 10 | .... | .... | 1 | 1 | .... | .... | 7 | .... | 5 | .... | ..... | ..... | 50 | 15 | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... |
| New Mexico | 2 | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | ..... | ..... | 3 | 2 | .... | .... | .... | .... | .... | 1 | 1 | 1 | 2 | 2 | 1 | .... |

| | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| New York | 57 | 52 | (c) | .... | 14 | 11 | 8 | 1 | 29 | 2 | 11 | .... | 2 | b8 | 164 | 46 | .... | .... | ..... | .... | 3 | 1 | 2 | 2 | 2 | ..... | 3 | 1 |
| North Carolina | 29 | 13 | 2 | .... | 3 | .... | 2 | .... | 6 | .... | 2 | .... | a1 | 1 | 47 | 11 | 1 | .... | ..... | .... | ..... | ..... | ..... | ..... | 1 | ..... | 1 | ..... |
| North Dakota | .... | 1 | .... | 1 | ..... | ..... | ..... | ..... | 1 | ..... | ..... | ..... | ..... | ..... | 14 | 6 | .... | .... | ..... | .... | ..... | ..... | 1 | ..... | ..... | ..... | 1 | ..... |
| Ohio | 102 | 24 | .... | .... | 6 | 2 | 6 | .... | 28 | 2 | 7 | .... | ..... | 4 | 287 | 27 | 2 | .... | 1 | .... | 6 | 3 | 5 | 3 | 6 | 4 | 4 | ..... |
| Oklahoma | .... | 1 | .... | .... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 7 | 4 | 1 | .... | ..... | .... | .... | 1 | 1 | 1 | 3 | 4 | ..... | ..... |
| Oregon | 3 | .... | 1 | .... | 2 | .... | .... | .... | 2 | .... | .... | .... | ..... | ..... | 23 | 1 | 4 | .... | 1 | .... | 2 | .... | 1 | .... | 1 | 1 | ..... | ..... |
| Pennsylvania | 60 | 30 | (c) | .... | 9 | 3 | 7 | 2 | 20 | .... | 10 | .... | ..... | 3 | 162 | 41 | 2 | 1 | 1 | .... | 1 | 1 | 1 | 1 | 1 | 1 | 1 | ..... |
| Rhode Island | .... | 2 | .... | .... | ..... | ..... | ..... | ..... | 2 | ..... | ..... | ..... | ..... | ..... | 6 | 4 | .... | .... | ..... | .... | 1 | ..... | ..... | ..... | ..... | ..... | ..... | ..... |
| South Carolina | 21 | 14 | 1 | .... | .... | 4 | .... | 1 | 3 | .... | 8 | .... | ..... | ..... | 36 | 11 | .... | .... | ..... | .... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... |
| South Dakota | 4 | 2 | 1 | .... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 17 | 4 | .... | .... | ..... | .... | 4 | 3 | 3 | 4 | 4 | 2 | 4 | ..... |
| Tennessee | 22 | 7 | 4 | .... | 2 | 1 | .... | .... | 10 | .... | .... | .... | ..... | ..... | 49 | 9 | .... | .... | ..... | .... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... |
| Texas | 37 | 3 | 3 | 1 | 1 | .... | .... | .... | 12 | .... | .... | .... | 1 | ..... | 69 | 25 | 2 | .... | 2 | .... | 4 | .... | .... | .... | .... | .... | 5 | ..... |
| Utah | 3 | 1 | 1 | .... | 1 | .... | .... | .... | 2 | .... | 1 | .... | ..... | ..... | 18 | 1 | .... | .... | ..... | .... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... |
| Vermont | 4 | 2 | 1 | .... | .... | .... | .... | .... | 5 | .... | 2 | .... | ..... | ..... | 8 | 6 | 1 | .... | ..... | .... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... |
| Virginia | 11 | 18 | .... | .... | 3 | 6 | 3 | .... | 12 | 1 | 3 | 1 | ..... | 2 | 64 | 15 | 4 | .... | 2 | .... | 1 | 1 | 1 | ..... | 4 | 1 | 1 | ..... |
| Washington | 24 | 3 | 1 | .... | 4 | 3 | .... | .... | 3 | 1 | .... | .... | ..... | ..... | 32 | 3 | 2 | .... | ..... | .... | 2 | 4 | 1 | ..... | 1 | ..... | 2 | ..... |
| West Virginia | 11 | 8 | .... | .... | .... | 1 | .... | .... | 2 | .... | .... | 1 | ..... | ..... | 42 | 8 | 1 | .... | 1 | .... | ..... | ..... | 1 | ..... | ..... | ..... | ..... | ..... |
| Wisconsin | 28 | 11 | 1 | 1 | 4 | 1 | .... | .... | 7 | .... | 1 | .... | ..... | 1 | 132 | 28 | 3 | .... | 1 | .... | 3 | 2 | 2 | ..... | 2 | ..... | ..... | ..... |
| Wyoming | .... | .... | .... | .... | 1 | .... | .... | .... | 2 | .... | .... | .... | ..... | ..... | 16 | 7 | .... | .... | ..... | .... | ..... | 1 | ..... | ..... | ..... | ..... | ..... | ..... |
| Total | 963 | 425 | 34 | 6 | 119 | 78 | e51 | f9 | 399 | 13 | 109 | 2 | d10 | 52 | 3,104 | 718 | 41 | 1 | 20 | .... | 64 | 56 | 52 | 43 | 62 | 38 | 66 | 13 |
| Per cent | .... | .... | 3 | 1 | .... | .... | 50 | 11 | .... | .... | 25 | 15 | ..... | ..... | ..... | 23 | ..... | ..... | 50 | .... | ..... | .... | 81 | 77 | ..... | 57 | ..... | 20 |

*a* Noncompetitive.
*b* One female.
*c* A clerk, standing high in penmanship, is counted among the special appointments.
*d* Competitive appointments are all, except two special pension examiners, under the clerk-copyist examination.
*e* Of these, 23 were appointed as typewriters and 26 as stenographers and typewriters.
*f* Of these, 5 were appointed as stenographers and typewriters and 4 as typewriters.

Printers' assistants and skilled helpers, Treasury Department, are not included in the above table. Of the former, 495 passed the examination and 113 were appointed; of the latter, 19 passed and 4 were appointed.

TABLE 13.—*Names of those appointed during the year ended June 30, 1894, in the departmental service, charged to the apportionment, and arranged by States and Territories.*

[Names of preference claimants under section 1754, Revised Statutes, are printed in *italics*. Whenever a person serving under one appointment and charged to the State apportionment receives a second appointment as the result of some subsequent examination, such appointment is not charged a second time but is marked "A. C." (already charged) in the column "Appointment No.," it being treated as a transfer or promotion.]

| Names. | Appointment No. | Legal residence. | Probationary appointment. | | | Examination. |
|---|---|---|---|---|---|---|
| | | | Department. | Salary. | Date. | |
| **ALABAMA.** | | | | | | |
| Simpson, Hendree P | 87 | Tuskegee | Navy | $1,200 | July 3, 1893 | Cartographic draftsman. |
| Carlisle, Robert M | 88 | Birmingham | Post-Office | 1,200 | July 29, 1893 | Clerk, Departmental Rule VIII, 1, (*c*). |
| Ethridge, Miss Mary E | 89 | Greenville | Interior | (*) | Oct. 18, 1893 | Copyist. |
| Phillips, John H | 90 | Yantley Creek | .....do | 900 | Oct. 23, 1893 | Clerk. |
| Paxton, Luke H | 91 | Birmingham | .....do | 1,300 | .....do | Special pension examiner. |
| Amende, Adolph | 92 | Montgomery | .....do | 900 | Nov. 9, 1893 | Stenography. |
| Pepperman, Walter L | 93 | .....do | Civil Service Commission | 840 | Mar. 1, 1894 | Typewriting. |
| Smith, Thomas B | 94 | Birmingham | Navy | 1,200 | Mar. 19, 1894 | Clerk, Naval Intelligence Office. |
| Grubbs, Robert B | 95 | .....do | Agriculture | 840 | Apr. 6, 1894 | Typewriting. |
| **ALASKA.** | | | | | | |
| Ball, M. Corbin | 2 | Douglas Island | Interior | 900 | May 4, 1894 | Clerk. |
| **ARKANSAS.** | | | | | | |
| Robinson, Edmund M | 59 | Mammoth Spring | Fish Commission | 1,500 | Sept. 16, 1893 | Superintendent of station. |
| Mangum, Willie P | 60 | Helena | Treasury | 720 | Sept. 28, 1893 | Copyist. |
| Gates, Charles | 61 | Russellville | .....do | 900 | Dec. 8, 1893 | Clerk. |
| **CALIFORNIA.** | | | | | | |
| Hopkins, Herbert G | 66 | San Francisco | Treasury | 1,000 | Sept. 7, 1893 | Bookkeeping. |
| Raymond, John U | 67 | Cedarville | Interior | 2,000 | Oct. 5, 1893 | Qualified surgeon, General Rule III, 2, (*d*). |
| **COLORADO.** | | | | | | |
| Balthis, Harry H | a. c. | Denver | Interior | 1,200 | Oct. 23, 1893 | Assistant examiner, Patent Office. |
| **CONNECTICUT.** | | | | | | |
| Humphrey, Miss Alice F | 46 | Collinsville | Interior | 720 | Aug. 17, 1893 | Typewriting. |
| Curtis, Geo. E | 47 | Birmingham | Agriculture | 720 | Nov. 16 1893 | Assistant observer, Weather Bureau. |
| **DELAWARE.** | | | | | | |
| Conway, Richard J | 13 | New Castle | Fish Commission | 840 | Aug. 5, 1893 | Machinist, General Rule III, 2, (*d*). |

| | | | | | | |
|---|---|---|---|---|---|---|
| **DISTRICT OF COLUMBIA.** | | | | | | |
| Exley, Edwin S. | 99 | Washington | War | 1,400 | Aug. 28, 1893 | Architectural draftsman. |
| Von Nerta, Oehlmann | 100 | do | do | 1,200 | Sept. 28, 1893 | Engineer and architect. |
| Holm, Herman T. | 101 | do | Agriculture | 1,000 | Nov. 6, 1893 | Assistant vegetable pathologist. |
| Luebkert, Otto J. J | 102 | do | do | 900 | Nov. 24, 1893 | Forestry clerk. |
| Wright, Marcus J. | 103 | do | do | 720 | Nov. 27, 1893 | Assistant observer, Weather Bureau. |
| Brown, William M. | 104 | do | Navy | 1,200 | Mar. 7, 1894 | Computer, Naval Observatory. |
| **FLORIDA.** | | | | | | |
| Barber, Amherst W. | a. c. | Orlando | Interior | 1,400 | Aug. 4, 1893 | Surveyor's clerk, General Land Office. |
| **GEORGIA.** | | | | | | |
| Newton, Thos. C. | a. c. | Union Point | Interior | 1,200 | July 1, 1893 | Assistant examiner, Patent Office. |
| Usina, Domingo A. | 109 | Savannah | do | 1,200 | July 6, 1893 | Do. |
| Williams, Uley J. | 110 | Bainbridge | do | 1,600 | Aug. 9, 1893 | Assistant disbursing clerk, General Rule III, 2, (*d*). |
| Atherton, Benj. F. | 111 | Atlanta | War | 1,000 | Sept. 1, 1893 | Typewriting. |
| Jones, Thomas W. | 112 | do | Post-Office | 1,200 | Sept. 11, 1893 | Post-office inspector, Departmental Rule VIII, 1, (*c*). |
| Downs, Samuel I. | 113 | Columbus | do | 1,000 | Sept. 26, 1893 | Captain of watch, General Rule III, 2, (*d*). |
| Sprenger, Walter J. | 114 | Atlanta | Interior | 720 | Feb. 28, 1894 | Typewriting. |
| Gignilliat, Thos. H. | 115 | Savannah | War | 1,200 | Jan. 8, 1894 | Topographic draftsman. |
| Akin, Wm. E. | 116 | Atlanta | Navy | 1,000 | Feb. 22, 1894 | Stenography and typewriting. |
| *Beach, Henry A.* | *117* | *Marietta* | *Interior* | *900* | *Feb. 10, 1894* | *Clerk.* |
| Mock, James L. | 118 | Savannah | do | 720 | Mar. 2, 1894 | Stenography and typewriting. |
| Lavin, James P. | 119 | do | do | 900 | Mar. 1, 1894 | Special pension examiner. |
| Massie, Chas. A. L. | 120 | do | do | 1,200 | Apr. 17, 1894 | Assistant examiner, Patent Office. |
| **ILLINOIS.** | | | | | | |
| Campbell, Michael K. | 215 | Lewistown | Post-Office | 900 | July 11, 1893 | Copyist, Departmental Rule VIII, 1, (*c*). |
| Wolfe Edward J. | 216 | West York | Interior | 840 | Aug. 22, 1893 | Captain of watch, General Rule III, 2, (*d*). |
| Waterbury, Harvey C. | 217 | Cortland | Treasury | 840 | Sept. 13, 1893 | Bookkeeping. |
| Casey, Walter T. | 218 | Springfield | do | 900 | Sept. 14, 1893 | Clerk. |
| Moore, Wm. H. | 219 | Salem | Interior | 900 | Sept. 29, 1893 | Stenography. |
| Proctor, Jesse W. | 220 | Wheaton | do | 900 | Sept. 30, 1893 | Stenography and typewriting. |
| Price, Monte G. | 221 | Greenup | Post-Office | 1,200 | Oct. 2, 1893 | Post-office inspector, Departmental Rule VIII, 1, (*c*). |
| Fluckey, Isaac N. | 222 | Tower Hill | War | 1,000 | Nov. 4, 1893 | Typewriting. |
| Mahon, John F. | 223 | Chicago | Interior | 1,300 | Nov. 6, 1893 | Special pension examiner. |
| Townsend, John G. | 224 | Nashville | do | 1,300 | Nov. 8, 1893 | Do. |
| Boyd, Charles | 225 | Lanark | Treasury | 900 | Nov. 9, 1893 | Copyist. |
| Bridges, Walter S. | 226 | Carlinville | Interior | 1,300 | Nov. 28, 1893 | Special pension examiner. |
| Kessler, Geo. R. | 227 | Chicago | do | 1,300 | Nov. 23, 1893 | Do. |
| Hartwell, Joseph W. | 228 | Marion | do | 840 | Sept. 4, 1893 | Lieutenant of watch, General Rule III, 2, (*d*). |
| Lamon, Walter S. | 229 | Paris | do | 1,300 | Jan. 16, 1894 | Special pension examiner. |
| Flood, Thomas A. | 230 | Chicago | do | 600 | Feb. 14, 1894 | Typewriting. |
| Wells, Cyrus C. | 231 | do | Navy | 940 | Feb. 8, 1894 | Stenography and typewriting. |
| Nelms, Wm. H. | 232 | Taylorville | Interior | 900 | Mar. 10, 1894 | Special pension examiner. |
| Philips, Robert L. | 233 | Marshall | do | 900 | Mar. 14, 1894 | Do. |

* $50 per month.

TABLE 13.—*Names of those appointed during the year ended June 30, 1894, in the departmental service, charged to the apportionment, and arranged by States and Territories*—Continued.

| Names. | Appointment No. | Legal residence. | Probationary appointment. | | | Examination. |
|---|---|---|---|---|---|---|
| | | | Department. | Salary. | Date. | |
| ILLINOIS—continued. | | | | | | |
| Patton, Lorenzo D | 234 | Chicago | Interior | $720 | Mar. 8, 1894 | Stenography and typewriting. |
| Chitty, Wm. L | 235 | do | do | 2,000 | Jan. 13, 1894 | Member board pension appeals, General Rule III, 2, (*d*). |
| Weber, Harry* | 236 | Pike County | Treasury | 1,200 | Feb. 6, 1893 | Clerk, Departmental Rule II, 4. |
| Moore, Lew C | 237 | Chicago | Interior | 720 | June 5, 1894 | Stenography and typewriting. |
| Caldwell, David D | 238 | Peoria | Justice | 900 | June 1, 1894 | Do. |
| Yoakley, John D | 239 | Auburn | Post-Office | 1,000 | do | Captain of watch, General Rule III, 2, (*d*). |
| INDIANA. | | | | | | |
| Evans, Walter H | 138 | Crawfordsville | Agriculture | 1,500 | Oct. 1, 1893 | Botanical editor. |
| Hood, Arthur M | 139 | Indianapolis | Interior | 1,200 | Oct. 14, 1893 | Assistant examiner, Patent Office. |
| Owen, McHenry | 140 | Bedford | do | 1,300 | Nov. 6, 1893 | Special pension examiner. |
| McDonald, Allen C | 141 | Richmond | do | 600 | Feb. 3, 1894 | Typewriting. |
| Hanna, James R | 142 | Crawfordsville | do | 900 | Feb. 21, 1894 | Special pension examiner. |
| Underwood, Lineas D | 143 | Decatur | do | 720 | Mar. 8, 1894 | Stenography and typewriting. |
| Magee, Thomas N | 144 | Anderson | do | 900 | Mar. 3, 1894 | Special pension examiner. |
| Fouts, Samuel E | 145 | West Point | do | 1,200 | Apr. 6, 1894 | Assistant examiner, Patent Office. |
| *Spencer, Chas. M* | 146 | Columbus | do | 840 | Jan. 26, 1894 | Lieutenant of watch, General Rule III, 2, (*d*). |
| Test, Fredk. C | 147 | La Fayette | Agriculture | 1,400 | May 4, 1894 | Horticultural and entomological editor. |
| IOWA. | | | | | | |
| Harris, Edwin E | 111 | Sidney | Interior | 720 | Sept. 26, 1893 | Copyist. |
| Xanten, Albert J | 112 | Iowa City | do | 900 | Oct. 21, 1893 | Do. |
| Irvine, Samuel I | 113 | Sioux City | do | 900 | Oct. 31, 1893 | Do. |
| Light, Henry C | 114 | Montezuma | do | 720 | Dec. 14, 1893 | Clerk. |
| Fiester, Simon F | 115 | Waverly | do | 900 | Apr. 30, 1894 | Do. |
| KANSAS. | | | | | | |
| Haig, Frederick J | 76 | Wyandotte | War | 1,000 | July 3, 1893 | Stenography and typewriting. |
| Adams, Miss Ida L | 77 | Hutchinson | Treasury | 840 | Sept. 5, 1893 | Do. |
| Burch, Sylvester R | 78 | Olathe | Agriculture | 1,000 | Oct. 1, 1893 | Clerk, Departmental Rules II, 4. |
| Thompson, Geo. F | 79 | Manhattan | do | 1,000 | Jan. 30, 1894 | Proof reader and editorial clerk. |
| *Stone, Israel W* | 80 | Lawrence | do | 1,600 | June 6, 1894 | Clerk, Departmental Rule II, 4. |
| KENTUCKY. | | | | | | |
| Dobbs, Willoughby B | a. c. | Scottville | Agriculture | 1,200 | Aug. 24, 1893 | Proof reader and editorial clerk. |
| Woolums, Miss Mattie St. C | 113 | Lexington | Interior | (†) | Sept. 15, 1893 | Copyist. |

| | | | | | | |
|---|---|---|---|---|---|---|
| Donan, Henry | | | | | | Clerk. |
| Clay, Francis W | 114 | Three Springs | do | 900 | Nov. 2, 1893 | Topographic draftsman. |
| Anderson, John L | 115 | Whitehall | Treasury | 900 | Nov 29, 1893 | Clerk. |
| Reppert, Wm. V | 116 | Lancaster | Interior | 720 | Dec. 1, 1893 | Clerk. |
| Do | 117 | Liberty | do | 2,000 | Nov. 4, 1893 | Member board pension appeals, General Rule III, 2, (*d*). |
| Miller, Nathan B | a. c. | do | do | 1,300 | Mar. 3, 1894 | Special pension examiner. |
| Davis, Albert G | 118 | Columbia | do | 900 | Mar. 28, 1894 | Do. |
| | 119 | Middleboro | do | 1,200 | June 11, 1894 | Assistant examiner, Patent Office. |
| **LOUISIANA.** | | | | | | |
| Casey, James F | 66 | New Orleans | Treasury | 720 | Sept. 7, 1893 | Copyist. |
| Fry, Samuel | 67 | do | Post-Office | 1,200 | Feb. 20, 1894 | Post-office inspector, Departmental Rule VIII, 1, (*c*). |
| Clayton, Geo. L | 68 | do | Interior | 900 | Apr. 19, 1894 | Clerk. |
| **MAINE.** | | | | | | |
| Connellan, James A | 45 | Portland | Agriculture | 1,000 | Feb. 21, 1894 | Stenography and typewriting. |
| **MARYLAND.** | | | | | | |
| Owings, David C | 78 | Gaithersburg | Post-Office | 1,200 | Mar. 2, 1894 | Post-office inspector, Departmental Rule VIII, 1, (*c*). |
| *Steiner, John H* | 79 | Baltimore | Treasury | 720 | Mar. 5, 1894 | Copyist. |
| **MASSACHUSETTS.** | | | | | | |
| Belfer, Joseph L | 128 | Boston | War | 900 | July 24, 1893 | Typewriting. |
| Sullivan, Wm. A | 129 | Malden | Post-Office | 900 | Aug. 28, 1893 | Copyist, Departmental Rule VIII, 1, (*c*). |
| Sullivan, Simon E | 130 | Boston | do | 900 | Sept. 7, 1893 | Do. |
| Hurley, Geo. E | 131 | do | do | 900 | Sept. 15, 1893 | Do. |
| Lord, Daniel W | 132 | Malden | Interior | 1,200 | Oct. 9, 1893 | Assistant examiner, Patent Office. |
| Smith, Louis C | 133 | Middlefield | do | 1,200 | Oct. 14, 1893 | Do. |
| Craig, Edwin P | 134 | Cambridge | Post-Office | 1,600 | Nov. 6, 1893 | Clerk, Departmental Rule VIII, 1, (*c*). |
| Heald, Miss Emma P | 135 | Chelsea | Interior | 720 | Dec. 2, 1893 | Typewriting. |
| Stetson, Frank O | 136 | Newton | Agriculture | 720 | Dec. 23, 1893 | Assistant observer, Weather Bureau. |
| Mitchell, Thomas F | 137 | Worcester | Interior | 1,200 | Dec. 27, 1893 | Assistant examiner, Patent Office. |
| Higgins, Aldus C | 138 | do | do | 1,200 | do | Do. |
| Clapp, Harry L | 139 | Boston | do | 1,200 | Dec. 28, 1893 | Do. |
| Preble, Edwin A | 140 | Wilmington | Agriculture | 660 | Feb. 15, 1894 | Assistant, ornithology and mammalogy. |
| *Mitchell, James* | 141 | New Bedford | Interior | 720 | Mar. 1, 1894 | Clerk. |
| O'Brien, Frank A | 142 | Worcester | Post-Office | 1,200 | May 16, 1894 | Post-office inspector, Departmental Rule VIII, 1, (*c*). |
| **MICHIGAN.** | | | | | | |
| Thayer, William W | 119 | Northville | Fish Commission | 720 | Sept. 1, 1893 | Fish culturist. |
| Kyselka, Frank | 120 | Traverse City | Interior | 900 | Sept. 6, 1893 | Bookkeeping. |
| Greacen, Miss Clara | 121 | Kalkaska | Treasury | 900 | Sept. 7, 1893 | Stenography and typewriting. |
| Webster, jr., Norman E | 122 | Kalamazoo | do | 720 | Sept. 30, 1893 | Bookkeeping. |
| Hall, Frank H | a. c. | Tecumseh | Agriculture | 1,000 | Oct. 1, 1893 | Proof-reader and bibliographer. |
| Robertson, James | 123 | Ann Arbor | Navy | 1,000 | Nov. 1, 1893 | Assistant computer, Nautical Almanac Office. |
| Brazebridge, Miss Alice M | 124 | Grand Rapids | Treasury | 840 | Nov. 15, 1893 | Stenography and typewriting. |

* Not reported to Commission in time for Tenth Report. † $50 per month.

TABLE 13.—*Names of those appointed during the year ended June 30, 1894, in the departmental service, charged to the apportionment, and arranged by States and Territories*—Continued.

| Names. | Appointment No. | Legal residence. | Probationary appointment. | | | Examination. |
|---|---|---|---|---|---|---|
| | | | Department. | Salary. | Date. | |
| MICHIGAN—continued. | | | | | | |
| Darling, Frank I | 125 | Grand Rapids | Interior | $1,300 | Nov. 15, 1893 | Special pension examiner. |
| Leslie, Newton G | 126 | Kalamazoo | do | 600 | Dec. 1, 1893 | Typewriting. |
| Hicks, Gilbert H | 127 | Meridian | Agriculture | 1,200 | Jan. 5, 1894 | Assistant, division of botany. |
| Sanders, Lewis M | 128 | West Bay City | Interior | 1,200 | May 21, 1894 | Assistant examiner, Patent Office. |
| MINNESOTA. | | | | | | |
| Moon, John B | 62 | Winona | Post-Office | 900 | July 14, 1893 | Copyist, Departmental Rule VIII, 1, (*c*). |
| Carruth, Virgil D | 63 | Crookston | Interior | 1,000 | Sept. 4, 1893 | Captain of watch, General Rule III, 2, (*d*). |
| Butler, Clarence M | 64 | Faribault | do | 900 | Nov. 10, 1893 | Clerk. |
| Baldwin Stephen F | 65 | St. Paul | Navy | 1,000 | Nov. 20, 1893 | Bookkeeping. |
| Skinner, Geo. D | 66 | do | Agriculture | 1,000 | Nov. 24, 1893 | Compositor and pressman, General Rule III, 2, (*d*). |
| Stevens, Chas. A | 67 | Shakopee | Interior | 900 | Mar. 3, 1894 | Special pension examiner. |
| Evans, Illtyd C. I | 68 | St. Paul | Agriculture | 840 | Apr. 14, 1894 | Typewriting. |
| MISSISSIPPI. | | | | | | |
| Ervin, John M | 79 | Muldrow Station | Labor | 1,200 | July 31, 1893 | Special agent, General Rule III, 2, (*d*). |
| Faulkner, Wm. T | a. c. | Forest | Treasury | 1,000 | Sept. 11, 1893 | Bookkeeping. |
| Duggar, John F | 80 | Shannon | Agriculture | 1,400 | Oct. 1, 1893 | Agricultural editor. |
| Gibbs, Wm. H | 81 | Oak Grove | Interior | 900 | Jan. 26, 1894 | Clerk. |
| MISSOURI. | | | | | | |
| Spear, Miss Mary G | 149 | Lamar | Post-Office | 720 | July 1, 1893 | Copyist. |
| Huddleson, Harry P | 150 | Pleasant Hill | War | 1,000 | July 17, 1893 | Typewriting. |
| Hays, Chas. A | 151 | Kansas City | Post-Office | 900 | July 12, 1893 | Clerk, Departmental Rule VIII, 1, (*c*). |
| Clarke, Edward A | a. c. | Jefferson City | Interior | 1,200 | Aug. 9, 1893 | Assistant examiner, Patent Office. |
| Tibbetts, Edgar A | 152 | Kansas City | War | 1,000 | Aug. 28, 1893 | French and German languages. |
| Little, Chas. W | 153 | do | Post-Office | 900 | Sept. 6, 1893 | Copyist, Departmental Rule VIII, 1, (*c*). |
| Austin, Frederick H | 154 | Maysville | Interior | 1,000 | Nov. 7, 1893 | Special pension examiner. |
| Freeman, Chas. W | 155 | Kansas City | do | 1,300 | Nov. 13, 1893 | Do. |
| Sutton, Geo. M | 156 | Lexington | Post-Office | 1,200 | Nov. 15, 1893 | Post-office inspector, Departmental Rule VIII, 1, (*c*). |
| *Bennett, John W* | 157 | St. Louis | Interior | 900 | Feb. 6, 1894 | Clerk. |
| Winfrey, Matthew O | 158 | Bosworth | do | 900 | Mar. 20, 1894 | Special pension examiner. |
| Marshall, Henry M | 159 | Kansas City | do | 900 | May 10, 1894 | Clerk, Departmental Rule VIII, 1, (*c*). |
| MONTANA. | | | | | | |
| Tullis, Henry S | 6 | Helena | Agriculture | 840 | Apr. 23, 1894 | Stenography and typewriting. |

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|---|---|---|---|---|---|---|
| **NEBRASKA.** | | | | | | |
| Gray, Charles H | 42 | Kearney | Interior | 720 | Dec. 1, 1893 | Clerk. |
| Sinclair, Donald J | 43 | Nebraska City | Post-Office | 1,200 | Jan. 31, 1894 | Post-office inspector, Departmental Rule VIII, 1, (c). |
| **NEVADA.** | | | | | | |
| Lewers, Albert M | 4 | Franktown | Interior | 1,200 | May 29, 1894 | Assistant examiner, Patent Office. |
| **NEW HAMPSHIRE.** | | | | | | |
| Walker, John H | 26 | Concord | War | 1,000 | Aug. 1, 1893 | Typewriting. |
| **NEW JERSEY.** | | | | | | |
| Rauch, James M | 84 | Perth Amboy | Treasury | 840 | Sept. 8, 1893 | Bookkeeping. |
| Clark, Thomas J | a. c. | Vineland | do | 1,000 | Sept. 22, 1893 | Do. |
| Reilly, James J | 85 | Lambertville | Interior | 900 | May 5, 1894 | Special pension examiner. |
| Martin, James V | 86 | Hackettstown | do | 900 | May 2, 1894 | Do. |
| Hann, Alvah R | 87 | Trenton | Navy | 900 | June 7, 1894 | Bookkeeping. |
| **NEW YORK.** | | | | | | |
| Martin, Geo. G | 358 | Brooklyn | Interior | 1,400 | July 7, 1893 | Clerk, Departmental Rule II, 4. |
| Scott, Wm. B | 359 | New York | Navy | 1,000 | July 22, 1893 | Stenography and typewriting. |
| Healey, Patrick J | 360 | Brooklyn | Post-Office | 900 | July 29, 1893 | Copyist, Departmental Rule VIII, 1, (c). |
| Hick, Charles | 361 | do | do | 900 | Aug. 17, 1893 | Do. |
| Finch, Stanley W | 362 | Ellenville | Justice | 900 | Aug. 28, 1893 | Typewriting. |
| Sheridan, Chas. J | 363 | Brooklyn | Post-Office | 900 | Sept. 6, 1893 | Copyist, Departmental Rule VIII, 1, (c). |
| Macey, Christopher K | 364 | do | Fish Commission | 720 | July 1, 1893 | Stenography and typewriting. |
| Butler, Richard H | 365 | do | Post-Office | 900 | Sept. 11, 1893 | Copyist, Departmental Rule VIII, 1, (c). |
| Devenpeck, Frederick | 366 | Glen | Treasury | 720 | Sept. 19, 1893 | Bookkeeping. |
| Gleason, Hiram N. E | 367 | Sherman | Agriculture | 720 | Sept. 28, 1893 | Assistant meteorological observer. |
| McMaster, Miss Juliet | 368 | Bath | Justice | 900 | Sept. 30, 1893 | Stenography and typewriting. |
| Lunt, Alexander D | 369 | New York | Interior | 1,200 | Oct. 12, 1893 | Assistant examiner, Patent Office. |
| Miller, Kempster B | 370 | Ithaca | do | 1,200 | do | Do. |
| *Bloodgood, John D* | 371 | Lockwood | do | 1,300 | Oct. 24, 1893 | Special pension examiner. |
| Frost, Claude A. S | 372 | Syracuse | Navy | 720 | Oct. 26, 1893 | Stenography and typewriting. |
| May, Henry A | 373 | New York | War | 1,000 | Nov. 1, 1893 | Typewriting. |
| Emery, Wm. H | 374 | Syracuse | do | 1,000 | Nov. 6, 1893 | Do. |
| Luthy, John H | 375 | Brooklyn | Post-Office | 900 | do | Copyist, Departmental Rule VIII 1, (c). |
| Doores, Wm. R | 376 | Ithaca | Treasury | 900 | Nov. 21, 1893 | Topographic draftsman. |
| Ryan, Wm. S | 377 | Batavia | Post-Office | 1,200 | Nov. 22, 1893 | Post-office inspector, Departmental Rule VIII, 1, (c). |
| Clough, Homer W | 378 | Arcade | Agriculture | 720 | Dec. 15, 1893 | Assistant observer, Weather Bureau. |
| Montgomery, Chas. P | 379 | New York | Treasury | 1,400 | Jan. 2, 1894 | Stenography and typewriting. |
| Johnson, Frederick | 380 | Havana | do | 720 | Feb. 13, 1894 | Clerk, standing high in penmanship, arithmetic, and letter writing. |
| Twitchell, Mayville W | 381 | New York | Interior | 720 | Feb. 15, 1894 | Copyist of drawings. |
| Martin, John J | 382 | do | Navy | 1,200 | Feb. 26, 1894 | Nautical expert. |
| Carpenter, Mrs. Virginia H | 383 | Brooklyn | Treasury | 1,000 | Mar. 12, 1894 | Clerk-copyist, Departmental Rule II, 4. |
| Frickey, Irving | 384 | New York | Agriculture | 840 | Apr. 3, 1894 | Typewriting. |
| *Robinson, James B* | 385 | Albany | Interior | 900 | May 1, 1894 | Clerk. |
| Phalen, Patrick | 386 | Troy | do | 1,300 | June 29, 1894 | Special pension examiner. |

TABLE 13.—*Names of those appointed during the year ended June 30, 1894, in the departmental service, charged to the apportionment, and arranged by States and Territories*—Continued.

| Names. | Appointment No. | Legal residence. | Probationary appointment. | | | Examination. |
|---|---|---|---|---|---|---|
| | | | Department. | Salary. | Date. | |
| NORTH CAROLINA. | | | | | | |
| *Payne, John S.* | 98 | Chapel Hill | Interior | $2,000 | Aug. 3, 1893 | Member board pension appeals, General Rule III, 2, (*d*). |
| Ruffin, Thomas | 99 | Wilson | do | 900 | Oct. 12, 1893 | Clerk. |
| Cannon, Luther S. | 100 | Hartland | do | 720 | Nov. 29, 1893 | Do. |
| Reed, Doctrine H. | 101 | Elizabeth City | do | 720 | Jan. 3, 1894 | Typewriting. |
| Gray, William T. | 102 | Winston | Navy | 1,000 | Jan. 8, 1894 | Nautical expert. |
| Yeates, Chas. M. | 103 | do | Interior | 900 | Feb. 8, 1894 | Special pension examiner |
| McClenahan, James T. | 104 | Pittsboro | do | 720 | Mar. 1, 1894 | Typewriting. |
| NORTH DAKOTA. | | | | | | |
| Currie, Mrs. Ellen M. | 5 | Grand Forks | Post-Office | 720 | July 1, 1893 | Copyist. |
| OREGON. | | | | | | |
| Butler, Arthur R. | 14 | Falls City | Civil Service Commission | 840 | Aug. 30, 1893 | Clerk. |
| OHIO. | | | | | | |
| Cahill, George F. | 228 | Oberlin | Navy | 720 | July 1, 1893 | Stenography and typewriting. |
| Gates, John | 229 | Mansfield | Treasury | 1,100 | Oct. 5, 1893 | Lieutenant of watch, General Rule III, 2, (*d*). |
| Flannery, Justin E. | 230 | Cincinnati | Post-Office | 900 | Oct. 9, 1893 | Copyist, Departmental Rule VIII, 1, (*c*). |
| Mullen, Patrick J. | 231 | Columbus | Treasury | 1,000 | Oct. 27, 1893 | Assistant engineer, General Rule III, 2, (*d*). |
| Mansuy, Charles A. | 232 | Toledo | War | 1,000 | Dec. 11, 1893 | Typewriting. |
| Martin, Cyrus B. | 233 | Ironton | Interior | 600 | Jan. 2, 1894 | Do. |
| Powell, Ralph C. | 234 | Cincinnati | do | 1,200 | Jan. 15, 1894 | Assistant examiner, Patent Office. |
| Downing, Seth W. | 235 | Isle St. George | Fish Commission | 600 | Jan. 12, 1894 | Fish culturist. |
| Moore, Wm. L. | 236 | Toledo | Post-Office | 1,200 | Jan. 24, 1894 | Post-office inspector, Departmental Rule VIII, 1, (*c*). |
| Maloney, Mark J. | 237 | Cleveland | Interior | 900 | Jan. 26, 1894 | Special pension examiner. |
| Flint, Arthur L. | 238 | Mount Vernon | do | 720 | Feb. 1, 1894 | Stenography and typewriting. |
| Gow, Edwin R. | 239 | Wooster | Navy | 720 | Feb. 3, 1894 | Do. |
| Ryan, John B. | 240 | Marion | Interior | 900 | Mar. 14, 1894 | Special pension examiner. |
| Bales, Burnham C. | 241 | Marysville | do | 900 | Mar. 31, 1894 | Do. |
| Lannin, John W. | 242 | New Richmond | do | 1,300 | Mar. 29, 1894 | Do. |
| Barber, Floyd N. | 243 | Garrettsville | do | 1,200 | Apr. 4, 1894 | Fourth assistant examiner. |
| Bruce, Wilbert R. | 244 | Springfield | Agriculture | 840 | Apr. 12, 1894 | Stenography and typewriting. |
| PENNSYLVANIA. | | | | | | |
| Smedes, Emelie R. | 309 | Mechanicsburg | Interior | 900 | Aug. 2, 1893 | Stenography and typewriting. |
| Burg, John B. | 310 | Mellvaleboro | Post-Office | 900 | Aug. 9, 1893 | Copyist. Departmental Rule VIII, 1, (*c*). |
| McAllister, Joseph C. | 311 | Bloomfield | Interior | 2,000 | Aug. 15, 1893 | Member board pension appeals, General Rule III, 2, (*d*). |

| | | | | | | |
|---|---|---|---|---|---|---|
| *Black, Ethel H.* | 312 | *Philadelphia* | ....do | 720 | Aug. 28, 1894 | Typewriting. |
| Hilton, James M. | 313 | ....do | War | 1,200 | ....do | Architectural draftsman. |
| Jenkins, Thomas E. | 314 | ....do | ....do | 900 | Aug. 31, 1893 | Typewriting. |
| Hesse, Henry A. | 315 | Allegheny City | Civil Service Commission | 900 | Sept. 11, 1893 | Stenography and typewriting. |
| Flohr, Martin C. | 316 | Liberty Township | Treasury | 720 | Sept. 14, 1893 | Bookkeeping. |
| Fellows, Charles T. | 317 | Ardmore | Navy | 1,200 | Sept. 15, 1893 | Photographer. |
| Williams, Robert C. | 318 | Weatherly | Treasury | 720 | Sept. 26, 1893 | Bookkeeping. |
| Bollinger, Robert C. | 319 | Hollidaysburg | Interior | 900 | Oct. 3, 1893 | Stenography and typewriting. |
| Apple, Alice M. | 320 | Meadville | ....do | 900 | Oct. 27, 1893 | Typewriting. |
| Reed, Charles W. | 321 | Thurlow | War | 1,000 | Nov. 20, 1893 | Do. |
| O'Neil, Charles J. | 322 | South Bethlehem | Interior | 1,200 | Dec. 9, 1893 | Assistant examiner, Patent Office. |
| Glover, Horace D. | 323 | Lancaster | ....do | 800 | Jan. 26, 1894 | Model repairer. |
| Gallion, Emmet D. | 324 | Allegheny City | ....do | 900 | Feb. 15, 1894 | Special pension examiner. |
| Lesh, Robinson B. | 325 | Perry County | ....do | 900 | Feb. 27, 1894 | Do. |
| Shipe, Harry W. | 326 | Sunbury | ....do | 900 | Mar. 12, 1894 | Copyist; standing high in penmanship. |
| Nolan, Martin J. | 327 | Philadelphia | ....do | 720 | Apr. 16, 1894 | Stenography and typewriting. |
| Benton, William H. | 328 | ....do | Fish Commission | 900 | May 1, 1894 | Topographic draftsman. |
| Gifford, Leander W. | 329 | St. Marys | Treasury | 900 | Apr. 20, 1894 | Lieutenant of watch, General Rule III, 2, (*d*). |
| Clarke, Arthur I. | 330 | Downingtown | Agriculture | 840 | Apr. 9, 1894 | Stenography and typewriting. |
| **SOUTH CAROLINA.** | | | | | | |
| Williams, Harry L. | 70 | Hardeeville | Interior | 1,300 | July 6, 1893 | Special pension examiner. |
| Anderson, William W. | 71 | Stateburg | ....do | 900 | Oct. 21, 1893 | Clerk. |
| Bailey, Miss Maria L. | 72 | Charleston | ....do | 720 | Nov. 24, 1893 | Typewriting. |
| Haskell, Lewis W. | 73 | Abbeville | ....do | 900 | Jan. 23, 1894 | Bookkeeping. |
| **SOUTH DAKOTA.** | | | | | | |
| Fischer, George D. | 14 | Redfield | Post-Office | 900 | July 10, 1893 | Copyist. |
| **TENNESSEE.** | | | | | | |
| Stewart, John Van | 107 | Chattanooga | Interior | 900 | Oct. 3, 1893 | Clerk. |
| Hardy, Calvin S. | 108 | White Pine | ....do | 900 | Oct. 21, 1893 | Copyist. |
| Ricketts, William W. | 109 | Philadelphia | Treasury | 900 | Nov. 20, 1893 | Clerk. |
| Underwood, Joseph L. | 110 | High Point | ....do | 660 | Dec. 1, 1893 | Do. |
| **TEXAS.** | | | | | | |
| Rideout, Miss Amelia | 118 | Taylor | Interior | (*) | Sept. 11, 1893 | Copyist. |
| Gary, Rodney | 119 | Galveston | ....do | 900 | Nov. 3, 1893 | Clerk. |
| Russell, Arthur L. | 120 | Wellington | ....do | 720 | Dec. 11, 1893 | Do. |
| *Tierney, Matthew* | 121 | San Antonio | ....do | 900 | Feb. 12, 1894 | Special pension examiner. |
| Worstell, Gaylord | 122 | Fort Worth | ....do | 900 | June 25, 1894 | Clerk. |
| **UTAH.** | | | | | | |
| Cutter, William P. | 8 | Logan | Agriculture | 1,800 | Aug. 28, 1893 | Librarian. |
| Bamberger, Ralph | 9 | Salt Lake City | Treasury | 660 | Dec. 8, 1893 | Copyist. |

*$50 per month.

TABLE 13.—*Names of those appointed during the year ended June 30, 1894, in the departmental service, charged in the apportionment, and arranged by States and Territories*—Continued.

| Names. | Appointment No. | Legal residence. | Probationary appointment. | | | Examination. |
|---|---|---|---|---|---|---|
| | | | Department. | Salary. | Date. | |
| VERMONT. | | | | | | |
| Proctor, William H | 24 | Fair Haven | Interior | $1,300 | Nov. 1, 1893 | Special pension examiner. |
| McLaughlin, Forrest E | 25 | Rutland | do | 900 | Nov. 10, 1893 | Clerk. |
| Titcomb, John W | 26 | do | Fish Commission | 1,500 | Feb. 1, 1894 | Superintendent of station. |
| VIRGINIA. | | | | | | |
| Lamont, Roscoe | 108 | Norfolk | Navy | 900 | Aug. 1, 1893 | Stenography and typewriting. |
| Joyce, Ryland W | 109 | Alexandria | Civil Service Commission | 900 | Aug. 19, 1893 | Stenography. |
| King, William D. P | 110 | do | Interior | 1,200 | Sept. 26, 1893 | Assistant engineer, General Rule III, 2, (*d*). |
| Beal, Walter H | 111 | Old Church | Agriculture | 1,600 | Dec. 5, 1893 | Indexer and scientific expert in soils and fertilizers. |
| Garland, Henry R | 112 | Warsaw | Treasury | 900 | Dec. 20, 1893 | Chart corrector. |
| Hindmarsh, Walter B | 113 | Newport | Interior | 720 | Dec. 23, 1893 | Typewriting. |
| Staples, Samuel G | 114 | Roanoke | do | 2,000 | Jan. 30, 1894 | Qualified surgeon (medical examainer exam'n), General Rule III, 2, (*d*). |
| Lang, Mrs. Blanche N | 115 | Shenandoah County | Agriculture | 720 | Mar. 19, 1894 | Assistant, division of vegetable pathology. |
| Tyler, Douglass | 116 | Trapp | Interior | 900 | Mar. 23, 1894 | Special pension examiner. |
| WEST VIRGINIA. | | | | | | |
| Handlan, Mary L | 46 | Wheeling | Treasury | 720 | Dec. 20, 1893 | Chart corrector. |
| WASHINGTON. | | | | | | |
| Anderson, Lindley S | 11 | Seattle | Interior | 720 | Jan. 3, 1894 | Clerk. |
| WISCONSIN. | | | | | | |
| Andrews, Mrs. Grace G | 94 | Milwaukee | Interior | (*) | Oct. 2, 1893 | Copyist. |
| Brackett, Herbert I | 95 | Black River Falls | do | 2,000 | Oct. 16, 1893 | Member board pension appeals, General Rule III, 2, (*d*). |
| Libby, Frederick N | 96 | Evansville | do | 900 | Oct. 23, 1893 | Clerk. |
| Strong, Henry G | 97 | Lake Geneva | do | 1,200 | do | Assistant examiner, Patent Office. |

* $50 per month.

LE 14.—*Statement showing the apportionment of appointments in the departmental rice to the States, Territories, and the District of Columbia during the year ended June , 1894.*

| States and Territories. | Appointments during year ended June 30, 1894. | | Present apportionment of 2,000 appointments. *a* | | | Relative value of one appointment. |
|---|---|---|---|---|---|---|
| | Upon competitive examination. | Upon non-competitive examination. | Number to which each State is entitled. | Number received to June 30, 1894, by each State. | Percentage received by each State. | |
| | | | | | | *Per cent.* |
| ıma | 8 | 1 | 48 | 32 | 66.67 | 2.08 |
| ta | 1 | ..... | 1 | 1 | 100 | 100 |
| ına | ..... | ..... | 2 | 2 | 100 | 50 |
| nsas | 3 | ..... | 36 | 21 | 58.33 | 2.77 |
| ornia | 1 | 1 | 39 | 24 | 61.53 | 2.59 |
| ado | 1 | ..... | 13 | 10 | 76.92 | 7.69 |
| ecticut | 2 | ..... | 24 | 16 | 66.67 | 4.16 |
| vare | ..... | 1 | 5 | 5 | 100 | 20 |
| ict of Columbia | 6 | ..... | 7 | 94 | (*b*) | 14.28 |
| la | 1 | ..... | 12 | 8 | 66.67 | 8.33 |
| ria | 10 | 3 | 59 | 42 | 71.32 | 1.69 |
| | ..... | ..... | 3 | 2 | 66.67 | 33.33 |
| is | 18 | 7 | 122 | 85 | 69.67 | .82 |
| na | 9 | 1 | 70 | 48 | 68.57 | 1.43 |
| n Territory | ..... | ..... | 1 | ..... | ..... | 100 |
| | 5 | ..... | 61 | 35 | 57.44 | 1.64 |
| as | 3 | 2 | 46 | 30 | 65.21 | 2.18 |
| ucky | 8 | 1 | 59 | 37 | 62.71 | 1.69 |
| iana | 2 | 1 | 36 | 21 | 58.33 | 2.77 |
| e | 1 | ..... | 21 | 13 | 61.90 | 4.76 |
| land | 1 | 1 | 33 | 32 | 96.96 | 3.03 |
| achusetts | 10 | 5 | 71 | 53 | 74.65 | 1.41 |
| igan | 10 | 1 | 67 | 46 | 68.66 | 1.49 |
| esota | 4 | 3 | 42 | 29 | 69.04 | 2.38 |
| ssippi | 3 | 1 | 41 | 24 | 58.53 | 2.39 |
| uri | 8 | 4 | 86 | 53 | 61.63 | 1.16 |
| ana | 1 | ..... | 4 | 4 | 100 | 25 |
| aska | 1 | 1 | 34 | 20 | 58.82 | 2.94 |
| da | 1 | ..... | 1 | 1 | 100 | 100 |
| Hampshire | 1 | ..... | 12 | 9 | 75 | 8.33 |
| Jersey | 5 | ..... | 46 | 30 | 65.22 | 2.18 |
| Mexico | ..... | ..... | 5 | 3 | 60 | 20 |
| York | 21 | 8 | 191 | 132 | 69.06 | .52 |
| Carolina | 6 | 1 | 52 | 34 | 65.38 | 1.92 |
| Dakota | 1 | ..... | 6 | 4 | 66.67 | 16.67 |
| oma | ..... | ..... | 2 | 1 | 50 | 50 |
| | 13 | 4 | 117 | 84 | 71.79 | .85 |
| n | 1 | ..... | 10 | 6 | 60 | 10 |
| sylvania | 19 | 3 | 168 | 116 | 69.05 | .59 |
| e Island | ..... | ..... | 11 | 8 | 72.72 | 9.09 |
| Carolina | 4 | ..... | 37 | 23 | 62.17 | 2.70 |
| Dakota | 1 | ..... | 10 | 6 | 60 | 10 |
| essee | 4 | ..... | 56 | 33 | 58.93 | 1.78 |
| | 5 | ..... | 71 | 42 | 59.15 | 1.40 |
| | 2 | ..... | 7 | 2 | 28.57 | 14.29 |
| ont | 3 | ..... | 11 | 9 | 81.81 | 9.09 |
| nia | 7 | 2 | 53 | 40 | 75.47 | 1.89 |
| ington | 1 | ..... | 11 | 7 | 63.63 | 9.09 |
| Virginia | 1 | ..... | 24 | 16 | 66.67 | 4.16 |
| onsin | 4 | ..... | 54 | 32 | 59.25 | 1.85 |
| ning | ..... | ..... | 2 | 2 | 100 | 50 |
| Total | 217 | 52 | 2,000 | 1,427 | *b*66.65 | ..... |

he whole number of appointments charged to the apportionment under the civil-service act is
The whole number of persons appointed is 4,917. The following classes of appointments have
en charged to the apportionment: Special pension examiners apportioned by the appointing
r separately under special rules in 1885 and 1886, 177; appointments of persons already charged
apportionment under previous examinations, the subsequent appointments being treated merely
nsfers, 117; printers' assistants, skilled helpers, skilled helpers and firemen, in the Bureau of
aving and Printing, 641, 39, and 4, respectively.
he percentage of the District of Columbia is omitted owing to the peculiar condition explained
preceding text and more at large at pages 210-219 of the Tenth Report, where a comparison is
of the apportionment of appointments outside of the examinations with that under the exami-
ns, and a statement given of the whole number of persons from each State in each of the Depart-
s with the aggregate salaries.

TABLE 14a.—*Statement showing by Departments the numbers of appointments under com tionment, July 16, 1893,*

| | States and Territories. | State. | | | | Treasury. | | | | War. | | | | Navy. | | | | Justice. | | | | Agriculture. | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | Competitive. | | Noncompetitive. | | Competitive. | | Noncompetitive. | | Competitive. | | Noncompetitive. | | Competitive. | | Noncompetitive. | | Competitive. | | Noncompetitive. | | Competitive. | | Noncompetitive. | |
| | | M | F | M | F | M | F | M | F | M | F | M | F | M | F | M | F | M | F | M | F | M | F | M | F |
| 1 | Alabama | | | | | 12 | 4 | | 1 | 29 | 1 | 1 | | 3 | | | | | | | | 1 | | | |
| 2 | Arizona | | | | | | | | | 2 | | | | | | | | | | | | | | | |
| 3 | Arkansas | | | | | 9 | 3 | | | 17 | | | | | | | | | | | | | | | |
| 4 | California | | | | | 4 | 3 | 2 | 1 | 22 | | | | 2 | | 1 | | | | | | 1 | 2 | | |
| 5 | Colorado | | | | | 2 | 1 | | 1 | 4 | | | | 2 | | | | 1 | | | | | | | |
| 6 | Connecticut | | | | | 3 | 5 | | 1 | 8 | 1 | | | 2 | | | | | | | | 2 | 1 | | |
| 7 | Delaware | 1 | | | | 1 | 3 | | | | | | | 1 | 1 | | | | | | | 1 | | | |
| 8 | District of Columbia | 1 | | | | 6 | 1 | 9 | 3 | 7 | 5 | 5 | 1 | 5 | | 1 | | | | | | 5 | | 1 | |
| 9 | Florida | | | | | 2 | 2 | 2 | | 4 | | 1 | | 1 | | | | | | | | 1 | | | |
| 10 | Georgia | | | | | 19 | 2 | | | 39 | 1 | | | 2 | | | | 1 | | | | | 1 | | |
| 11 | Idaho | | | | | 1 | | | | | | | | | | | | | | | | | | | |
| 12 | Illinois | | | | | 37 | 8 | 4 | | 32 | 2 | | | 10 | 1 | | | 2 | | | | 3 | | | |
| 13 | Indiana | | | | | 21 | 7 | 1 | | 22 | | | | 2 | | | | | | | | 4 | 1 | 1 | |
| 14 | Indian Territory | | | | | | | | | | | | | | | | | | | | | | | | |
| 15 | Iowa | | | | | 7 | 4 | | 1 | 31 | | | | 2 | | | | | | | | | 3 | | |
| 16 | Kansas | | | | | 11 | 3 | | | 21 | | | | 1 | | 1 | | 1 | | | | 3 | | 2 | |
| 17 | Kentucky | | | | | 21 | 5 | 2 | | 28 | 1 | | | 1 | | 1 | | | | | | 1 | | 1 | |
| 18 | Louisiana | 1 | | | | 9 | 3 | 1 | | 23 | | | | | | | | 1 | | | | | | | |
| 19 | Maine | 2 | | | | 6 | 2 | 1 | | 10 | | | | 1 | | | | | | | | 1 | | | |
| 20 | Maryland | 2 | | | | 11 | 3 | 2 | 2 | 7 | | 1 | | 2 | | | | 1 | | | | 1 | 1 | | 1 |
| 21 | Massachusettts | | | | | 15 | 3 | 1 | | 30 | | 1 | | 6 | 1 | | | | | | | 6 | 1 | | |
| 22 | Michigan | | | | | 15 | 9 | | | 36 | | | | 3 | | | | 1 | | | | 5 | 1 | | |
| 23 | Minnesota | | | | | 8 | 5 | 2 | | 6 | | | | 4 | | | | 1 | | | | 5 | 1 | 1 | |
| 24 | Mississippi | | | | | 10 | 2 | | | 26 | | | | | | | | | | | | 1 | | | |
| 25 | Missouri | 1 | | | | 20 | 7 | 1 | | 33 | | | | 4 | | | | 1 | | | | 3 | 1 | | |
| 26 | Montana | | | | | | 1 | | | 2 | | | | | | | | | | | | 1 | | | |
| 27 | Nebraska | | | | | 5 | 1 | | | 13 | | | | | | | | | | | | | 1 | | |
| 28 | Nevada | | | | | | | | | | 1 | | | | | | | | | | | | | | |
| 29 | New Hampshire | | | | | 3 | 2 | | | 6 | | | | | | | | | | | | | | | |
| 30 | New Jersey | | | | | 14 | 3 | 3 | | 23 | | | | 2 | 1 | | | | | | | | | | |
| 31 | New Mexico | | | | | 1 | | | | 3 | | | | | | | | | | | | | 1 | | |
| 32 | New York | 1 | | | | 61 | 17 | 9 | 3 | 71 | 2 | 1 | | 7 | 4 | 1 | | 4 | 1 | 1 | | 6 | 2 | 1 | |
| 33 | North Carolina | 1 | | | | 12 | 5 | | 1 | 24 | 1 | | | 4 | | 1 | | | | | | 1 | 1 | | |
| 34 | North Dakota | | | | | | 2 | | | | | | | | | | | | | | | | | | |
| 35 | Ohio | | | | | 44 | 5 | 5 | 1 | 45 | 2 | 2 | | 7 | | | | | | | | 6 | 1 | 1 | 1 |
| 36 | Oklahoma | | | | | | | | | | | | | | | | | | | | | | | | |
| 37 | Oregon | | | | | 4 | | | | 3 | | | | | | | | | | | | | | | |
| 38 | Pennsylvania | 4 | | | | 43 | 12 | 6 | 1 | 85 | 6 | 3 | | 12 | | | | 3 | | | | 4 | 2 | | |
| 39 | Rhode Island | | | | | 2 | 1 | | | 11 | | | | | | | | | | | | | | | |
| 40 | South Carolina | | | | | 14 | 1 | | | 21 | | | | 1 | | | | | | | | | 1 | | |
| 41 | South Dakota | | | | | 3 | 1 | | | 2 | | | | | | | | | | | | | 2 | | |
| 42 | Tennessee | | | | | 18 | 5 | | | 37 | 1 | | | 3 | | | | 1 | | | | | | | |
| 43 | Texas | | | | | 16 | 2 | 1 | | 44 | 1 | | | 1 | | | | | | | | | | | |
| 44 | Utah | | | | | 5 | | | | 2 | | | | 1 | | | | | | | | 1 | | | |
| 45 | Vermont | | | | | 3 | 1 | | | 4 | 1 | 1 | | 1 | | | | | | | | 1 | | | |
| 46 | Virginia | 2 | | 1 | | 19 | 4 | 3 | | 15 | 1 | 3 | | 6 | | 1 | | | 1 | | | 3 | 2 | 2 | |
| 47 | Washington | | | | | 2 | | | | 3 | | | | | | | | | | | | | | | |
| 48 | West Virginia | | | | | 13 | 3 | | | 7 | | | | | | | | 1 | | | | | | | |
| 49 | Wisconsin | | | | | 14 | 2 | | | 30 | 1 | | | 1 | | | | | | | | 2 | 1 | | |
| 50 | Wyoming | | | | | | | | | | | | | | | | | | | | | | | | |
| 51 | Alaska | | | | | | | | | | | | | | | | | | | | | | | | |
| | Total by sex | 16 | | 1 | | 546 | 153 | 55 | 16 | 888 | 28 | 19 | 1 | 100 | 8 | 7 | | 19 | 2 | 1 | | 69 | 27 | 10 | 2 |
| | Total by examination | 16 | | 1 | | 699 | | 71 | | 916 | | 20 | | 108 | | 7 | | 21 | | 1 | | 96 | | 12 | |
| | Total by Departments | 17 | | | | 770 | | | | 936 | | | | 115 | | | | 22 | | | | 108 | | | |

*petitive and noncompetitive examinations in the departmental service charged to the appor- to June 30, 1894.*

| Interior. | | | | Post-Office. | | | | Fish Commission. | | | | Labor. | | | | Civil Service Commission. | | | | Total. | | | | Grand total. | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Competitive. | | Noncompetitive. | | Competitive. | | Noncompetitive. | | Competitive. | | Noncompetitive. | | Competitive. | | Noncompetitive. | | Competitive. | | Noncompetitive. | | Competitive. | | Noncompetitive. | | | |
| M | F | M | F | M | F | M | F | M | F | M | F | M | F | M | F | M | F | M | F | M | F | M | F | | |
| 29 | 7 | 1 | ... | 3 | 1 | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | 1 | ... | ... | ... | 78 | 13 | 3 | 1 | 95 | 1 |
| 2 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 4 | ... | ... | ... | 4 | 2 |
| 20 | 2 | ... | ... | 5 | 1 | 1 | ... | ... | ... | 1 | ... | 2 | ... | ... | ... | ... | ... | ... | ... | 53 | 6 | 2 | ... | 61 | 3 |
| 11 | 7 | 1 | ... | 4 | 2 | 4 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 44 | 14 | 8 | 1 | 67 | 4 |
| 4 | 1 | ... | 2 | ... | ... | 2 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 13 | 2 | 2 | 3 | 20 | 5 |
| 11 | 3 | 1 | 3 | 3 | ... | 3 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 29 | 10 | 4 | 4 | 47 | 6 |
| 3 | 1 | ... | ... | ... | ... | ... | ... | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | 7 | 5 | 1 | ... | 13 | 7 |
| 23 | 5 | 10 | 1 | ... | 2 | 9 | ... | 1 | ... | 2 | ... | ... | ... | 1 | ... | ... | ... | ... | ... | 48 | 13 | 38 | 5 | 104 | 8 |
| 4 | 1 | ... | ... | ... | 1 | 1 | ... | ... | ... | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | 13 | 4 | 4 | ... | 21 | 9 |
| 35 | 7 | 1 | 1 | 7 | ... | 3 | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 103 | 11 | 4 | 2 | 120 | 10 |
| 1 | 1 | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 2 | 1 | ... | 1 | 4 | 11 |
| 86 | 13 | 13 | 1 | 12 | 1 | 9 | 2 | ... | ... | ... | ... | ... | ... | 1 | ... | 2 | ... | ... | ... | 187 | 25 | 24 | 3 | 239 | 12 |
| 61 | 13 | 2 | 1 | 2 | 2 | 6 | ... | ... | ... | ... | ... | ... | ... | 1 | ... | ... | ... | ... | ... | 112 | 23 | 11 | 1 | 147 | 13 |
| ... | ... | ... | ... | ... | 1 | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 1 | 1 | ... | 2 | 14 |
| 40 | 6 | ... | 2 | 7 | 5 | 4 | ... | ... | ... | ... | ... | 2 | ... | 1 | ... | ... | ... | ... | ... | 89 | 18 | 5 | 3 | 115 | 15 |
| 25 | 5 | ... | ... | 4 | 1 | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | 1 | ... | ... | ... | 67 | 9 | 4 | ... | 80 | 16 |
| 39 | 6 | 4 | ... | 6 | 1 | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | 1 | ... | ... | ... | 97 | 13 | 9 | ... | 119 | 17 |
| 17 | 8 | 1 | ... | 2 | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | 1 | ... | ... | ... | 54 | 11 | 3 | ... | 68 | 18 |
| 13 | 4 | ... | 1 | 1 | ... | 1 | ... | ... | ... | ... | ... | 1 | ... | ... | ... | 1 | ... | ... | ... | 36 | 6 | 2 | 1 | 45 | 19 |
| 21 | 8 | 2 | 5 | 1 | ... | 8 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 46 | 12 | 13 | 8 | 79 | 20 |
| 53 | 8 | 1 | 1 | 4 | 3 | 8 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 114 | 16 | 11 | 1 | 142 | 21 |
| 33 | 8 | 1 | ... | 6 | 3 | 3 | ... | ... | ... | 1 | ... | 2 | ... | ... | ... | 1 | ... | ... | ... | 102 | 21 | 5 | ... | 128 | 22 |
| 19 | 5 | 1 | ... | 7 | 2 | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 50 | 13 | 5 | ... | 68 | 23 |
| 21 | 10 | 1 | 2 | 5 | 1 | 1 | ... | ... | ... | ... | ... | ... | ... | 1 | ... | ... | ... | ... | ... | 63 | 13 | 3 | 2 | 81 | 24 |
| 50 | 13 | 1 | ... | 9 | 7 | 4 | ... | ... | ... | ... | ... | 3 | ... | 1 | ... | ... | ... | ... | ... | 124 | 28 | 7 | ... | 159 | 25 |
| ... | 1 | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 4 | 2 | ... | ... | 6 | 26 |
| 10 | 6 | 1 | ... | 1 | 3 | 2 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 29 | 11 | 3 | ... | 43 | 27 |
| 1 | 1 | ... | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 1 | 3 | ... | ... | 4 | 28 |
| 9 | 2 | ... | ... | 1 | ... | 1 | ... | ... | ... | ... | ... | ... | ... | 1 | ... | 1 | ... | ... | ... | 20 | 4 | 2 | ... | 26 | 29 |
| 26 | 8 | 2 | ... | 3 | ... | 1 | ... | ... | ... | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | 69 | 12 | 6 | ... | 87 | 30 |
| 1 | 2 | ... | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 5 | 4 | ... | ... | 9 | 31 |
| 106 | 36 | 3 | 3 | 17 | 3 | 19 | 2 | 2 | ... | ... | ... | 1 | ... | ... | ... | 2 | ... | ... | ... | 278 | 65 | 35 | 8 | 386 | 32 |
| 35 | 6 | 1 | 2 | 5 | 2 | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | 1 | ... | ... | ... | 83 | 16 | 2 | 3 | 104 | 33 |
| 1 | 1 | ... | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 3 | 2 | ... | ... | 5 | 34 |
| 77 | 17 | 5 | 3 | 6 | 5 | 7 | ... | ... | ... | 1 | ... | ... | ... | ... | ... | 3 | ... | ... | ... | 188 | 30 | 21 | 5 | 244 | 35 |
| ... | ... | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 1 | ... | ... | ... | 1 | 36 |
| 1 | 2 | 1 | ... | 1 | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | 1 | ... | ... | ... | 10 | 2 | 2 | ... | 14 | 37 |
| 85 | 19 | 8 | 2 | 9 | 6 | 11 | 1 | 1 | ... | ... | ... | 5 | ... | ... | ... | 2 | ... | ... | ... | 253 | 45 | 28 | 4 | 330 | 38 |
| 3 | ... | 1 | ... | 1 | 1 | 1 | ... | ... | ... | ... | ... | ... | ... | 1 | ... | ... | ... | ... | ... | 17 | 2 | 3 | ... | 22 | 39 |
| 26 | 5 | ... | ... | 3 | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 65 | 7 | ... | 1 | 73 | 40 |
| 3 | 1 | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 9 | 4 | ... | ... | 13 | 41 |
| 34 | 7 | ... | ... | ... | ... | 2 | ... | ... | ... | ... | ... | 1 | ... | 1 | ... | ... | ... | ... | ... | 94 | 13 | 3 | ... | 110 | 42 |
| 36 | 9 | ... | 2 | 5 | 4 | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 102 | 16 | 2 | 2 | 122 | 43 |
| ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 9 | ... | ... | ... | 9 | 44 |
| 5 | 8 | 1 | ... | 1 | 2 | 1 | ... | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 16 | 7 | 3 | ... | 26 | 45 |
| 23 | 11 | 6 | ... | 3 | 1 | 5 | 2 | ... | ... | ... | ... | ... | ... | ... | ... | 2 | ... | ... | ... | 73 | 20 | 21 | 2 | 116 | 46 |
| 3 | ... | ... | ... | 1 | 1 | ... | ... | ... | ... | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | 10 | 1 | ... | ... | 11 | 47 |
| 9 | 9 | ... | 2 | ... | ... | 1 | ... | ... | ... | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | 31 | 12 | 1 | 2 | 46 | 48 |
| 23 | 9 | 3 | ... | 5 | 4 | 1 | ... | ... | ... | ... | ... | 1 | ... | ... | ... | ... | ... | ... | ... | 76 | 17 | 4 | ... | 97 | 49 |
| ... | ... | 1 | ... | 1 | 1 | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 2 | 1 | 1 | ... | 4 | 50 |
| 1 | 1 | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 1 | 1 | ... | ... | 2 | 51 |
| 1,139 | 298 | 74 | 35 | 154 | 70 | 129 | 9 | 5 | ... | 6 | .. | 22 | ... | 9 | ... | 20 | ... | ... | ... | 2,983 | 585 | 305 | 63 | ..... | |
| 1,437 | | 109 | | 224 | | 138 | | 5 | | 6 | | 22 | | 9 | | 20 | | ..... | | 3,568 | | 368 | | | |
| 1,546 | | | | 362 | | | | 11 | | | | 31 | | | | 20 | | | | 3,938 | | | | | |

TABLE 15.—*Number of appointments in the departmental service made from the several kinds of examinations during the year ended June 30, 1894.*

| Kind of examination. | Male. | Female. | Total. |
|---|---|---|---|
| **COMPETITIVE.** | | | |
| Clerk | 30 | ..... | 30 |
| Copyist | 12 | 6 | 18 |
| *Supplementary.* | | | |
| Typewriter | 23 | 4 | 27 |
| Stenographer | 2 | ..... | 2 |
| Stenographer and typewriter | 26 | 5 | 31 |
| French and German | 1 | ..... | 1 |
| *Special.* | | | |
| Bookkeeper | 13 | ..... | 13 |
| Treasury Department: | | | |
| Bureau of Engraving and Printing— | | | |
| Printer's assistant* | ..... | 113 | 113 |
| Skilled helper* | 4 | ..... | 4 |
| Topographic draftsman | 3 | ..... | 3 |
| Chart corrector | 1 | 1 | 2 |
| Navy Department: | | | |
| Cartographic draftsman | 1 | ..... | 1 |
| Clerk, Naval Intelligence Office | 1 | ..... | 1 |
| Computer, Naval Observatory | 1 | ..... | 1 |
| Assistant computer, Nautical Almanac | 1 | ..... | 1 |
| Nautical expert | 2 | ..... | 2 |
| Photographic expert | 1 | ..... | 1 |
| War Department: | | | |
| Architectural draftsman | 2 | ..... | 2 |
| Engineer and architect | 1 | ..... | 1 |
| Interior Department: | | | |
| Special examiner, Pension Office | 33 | ..... | 33 |
| Assistant examiner, Patent Office | 21 | ..... | 21 |
| Surveyor's clerk, General Land Office | 1 | ..... | 1 |
| Copyist of drawings | 1 | ..... | 1 |
| Model repairer | 1 | ..... | 1 |
| Department of Agriculture: | | | |
| Assistant observer, Weather Bureau | 5 | ..... | 5 |
| Assistant vegetable pathologist | 1 | 1 | 2 |
| Forestry clerk | 1 | ..... | 1 |
| Botanical editor | 1 | ..... | 1 |
| Horticultural and entomological editor | 1 | ..... | 1 |
| Proof reader and editorial clerk | 2 | ..... | 2 |
| Proof reader and bibliographer | 1 | ..... | 1 |
| Assistant, economic ornithology and mammalogy | 1 | ..... | 1 |
| Assistant, division of botany | 1 | ..... | 1 |
| Agricultural editor | 1 | ..... | 1 |
| Librarian | 1 | ..... | 1 |
| Indexer and expert in soils and fertilizers | 1 | ..... | 1 |
| Fish Commission: | | | |
| Superintendent of station | 2 | ..... | 2 |
| Fish culturist† | 2 | ..... | 2 |
| Topographical draftsman | 1 | ..... | 1 |
| Total competitive | 204 | 130 | 334 |
| **NONCOMPETITIVE.** | | | |
| Transfers under Departmental Rule VIII, 1, (*c*): | | | |
| Classified post-office or Railway Mail Service to Post-Office Department | 26 | ..... | 26 |
| Transfers under Departmental Rule II, 4: | | | |
| Excepted to nonexcepted place | 5 | 1 | 6 |
| Original entry to the service, General Rule III, 2, (*d*): | | | |
| Interior Department— | | | |
| Qualified surgeon | 2 | ..... | 2 |
| Assistant disbursing clerk | 1 | ..... | 1 |
| Member board pension appeals | 4 | ..... | 4 |
| Machinist, Fish Commission | 1 | ..... | 1 |
| Captain of the watch | 4 | ..... | 4 |
| Lieutenant of the watch | 4 | ..... | 4 |
| Compositor and pressman | 1 | ..... | 1 |
| Special agent, Department of Labor | 1 | ..... | 1 |
| Assistant engineer | 2 | ..... | 2 |
| Total noncompetitive | 51 | 1 | 52 |
| Total competitive | 204 | 130 | 334 |
| Grand total | 255 | 131 | 386 |

* Appointments of printers' assistants and skilled helpers are not charged to the apportionment.
† Made competitive by order of January 20, 1894.

TABLE 16.—*Showing the number of separations from and reinstatements to the departmental service of persons appointed through examination during the year ended June 30, 1894.*

| Department. | Removed. | | | Resigned. *a* | | | Died. | | | Total. | | | Reinstatements. | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Male. | Female. | Total. | Male. | Female. | Total. | Male. | Female. | Total. | Male. | Female. | Total. | Male. | Female. | Total. |
| State | .... | .... | .... | 1 | .... | 1 | .... | .... | .... | 1 | .... | 1 | .... | .... | .... |
| Treasury *b* | 15 | 1 | 16 | 8 | 1 | 9 | .... | .... | .... | 23 | 2 | 25 | 4 | 1 | 5 |
| War | 29 | .... | 29 | 38 | .... | 38 | 4 | .... | 4 | 71 | .... | 71 | 10 | .... | 10 |
| Navy | .... | .... | .... | 1 | .... | 1 | .... | .... | .... | 1 | .... | 1 | .... | .... | .... |
| Post-Office | 5 | 1 | 6 | 7 | 4 | 11 | .... | .... | .... | 12 | 5 | 17 | .... | .... | .... |
| Interior | 18 | 1 | 19 | 35 | 10 | 45 | 4 | 1 | 5 | 57 | 12 | 69 | 15 | .... | 15 |
| Special examiner | *c* 6 | .... | 6 | 7 | .... | 7 | .... | .... | .... | 13 | .... | 13 | 11 | .... | 11 |
| Justice | .... | .... | .... | .... | .... | .... | 1 | .... | 1 | 1 | .... | 1 | .... | .... | .... |
| Agriculture | *d* 3 | .... | 3 | .... | .... | .... | .... | .... | .... | 3 | .... | 3 | 1 | .... | 1 |
| Civil Service Commission | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... |
| Labor | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | 1 | .... | 1 |
| Fish Commission | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... |
| Total | 76 | 3 | 79 | 97 | 15 | 112 | 9 | 1 | 10 | 182 | 19 | 201 | 42 | 1 | 43 |

*c* Not counting resignations to accept appointment in another Department, they being mere transfers.

*b* Exclusive of printers' assistants and skilled helpers in Bureau of Engraving and Printing, for which see following table.

*c* Were dropped June 30, 1894, at expiration of yearly appointment.

*d* One dropped at expiration of probationary appointment.

TABLE 16*a*.—*Showing by sex the number of appointments, separations, and reinstatements, and the number of persons remaining in the service of those appointed to the departmental service through examination, July 16, 1883, to June 30, 1894.*

| Period. | Appointments. | | | Separations. | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | | | | Removed. | | | | | |
| | | | | Male. | | Female. | | | |
| | | | | | | Clerks. | | Printers' assistants. | |
| | Male. | Female. | | Number. | Per cent. | Number. | Per cent. | Number. | Per cent. |
| | | Clerks. | Printers' assistants. | | | | | | |
| July 16, 1883, to June 30, 1887 | 1,095 | 171 | ..... | 90 | 8.2 | 4 | 2.5 | ..... | ..... |
| July 1, 1887, to June 30, 1888 | 301 | 51 | ..... | 32 | 2.6 | .... | ..... | ..... | ..... |
| July 1, 1888, to June 30, 1889 | 263 | 75 | 49 | 92 | 6.5 | 2 | .8 | ..... | ..... |
| July 1, 1889, to June 30, 1890 | 385 | 51 | 121 | 32 | 1.9 | .... | ..... | 1 | 0.6 |
| July 1, 1890, to June 30, 1891 | 829 | 157 | 166 | 25 | 1 | 2 | .4 | 4 | 1.4 |
| July 1, 1891, to June 30, 1892 | 267 | 89 | 122 | 19 | .8 | 3 | .6 | 6 | 1.5 |
| July 1, 1892, to June 30, 1893 | 226 | 69 | 70 | 63 | 2.4 | 9 | 1.6 | 7 | 1.6 |
| July 1, 1893, to June 30, 1894 | 255 | 18 | 113 | 76 | 2.9 | 3 | .5 | 80 | 18 |
| July 16, 1883, to June 30, 1894 | 3,621 | 681 | 641 | *a* 429 | 12 | 23 | 3.4 | 98 | 15 |

*a* Of this number, 114 were special pension examiners, of whom 44 were reported as dropped at the expiration of term for which appointed; 70 of the 92 removals in the year ended June 30, 1889, were special pension examiners, 31 of whom were dropped at expiration of term for which appointed.

TABLE 16*a*.—*Showing by sex the number of appointments, separations, and reinstatements, etc.*—Continued.

| Period. | Separations. | | | | | | | | | | Reinstatements. | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Resigned. | | | | | | Died. | | | | | Female. | |
| | Male. | | Female. | | | | Male. | | Female. | | Male. | | |
| | | | Clerks. | | Printers' assistants. | | | | Clerks. | | | Clerks. | Printers' assistants. |
| | Number. | Per cent. | Number. | Per cent. | Number. | Per cent. | Number. | Per cent. | Number. | Per cent. | | | |
| July 16, 1883, to June 30, 1887 | 71 | 6.8 | 7 | 4.4 | .... | ..... | 21 | 1.9 | 1 | 0.6 | 10 | .... | ..... |
| July 1, 1887, to June 30, 1888 | 54 | 4.4 | 3 | 1.4 | .... | ..... | 5 | .4 | 2 | 1 | 6 | 2 | ..... |
| July 1, 1888, to June 30, 1889 | 79 | 5.6 | 9 | 3.3 | 3 | 6.5 | 8 | .6 | 2 | .8 | 17 | 2 | ..... |
| July 1, 1889, to June 30, 1890 | 110 | 6.7 | 19 | 6.2 | 10 | 6.4 | 8 | .5 | .... | ..... | 25 | 2 | ..... |
| July 1, 1890, to June 30, 1891 | 128 | 5.5 | 8 | 1.8 | 22 | 7.4 | 11 | .5 | .... | ..... | 17 | 1 | ..... |
| July 1, 1891, to June 30, 1892 | 119 | 4.8 | 16 | 3 | 25 | 6.5 | 11 | .4 | .... | ..... | 28 | 4 | 1 |
| July 1, 1892, to June 30, 1893 | 136 | 5.3 | 23 | 4.1 | 28 | 6.6 | 28 | 1.1 | .... | ..... | 31 | 2 | 4 |
| July 1, 1893, to June 30, 1894 | 97 | 3.7 | 15 | 2.6 | 32 | 7. | 9 | .3 | 1 | .9 | 36 | 1 | 8 |
| July 16, 1883, to June 30, 1894 | *a* 794 | 22 | 100 | 14.5 | 120 | 19 | 101 | 3 | 6 | .9 | *b* 170 | 14 | 13 |

| Period. | Remaining in service. | | | | | | Total. | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| | Male. | | Female. | | | | Appointments. | Separations. | Reinstatements. | Remaining in service. | |
| | | | Clerks. | | Printers' assistants. | | | | | | |
| | Number. | Per cent. | Number. | Per cent. | Number. | Per cent. | | | | Number. | Per cent. |
| July 16, 1883, to June 30, 1887 | 923 | .... | 159 | 93 | ..... | ..... | 1,266 | 194 | 10 | 1,082 | 85 |
| July 1, 1887, to June 30, 1888 | 1,139 | 93 | 207 | 98 | ..... | ..... | 352 | 96 | 8 | 346 | 93 |
| July 1, 1888, to June 30, 1889 | 1,240 | 87 | 271 | 95 | 46 | 94 | 387 | 195 | 19 | 1,557 | 89 |
| July 1, 1889, to June 30, 1890 | 1,500 | 91 | 305 | 94 | 156 | 93 | 557 | 180 | 27 | 1,961 | 91 |
| July 1, 1890, to June 30, 1891 | 2,182 | 93 | 453 | 98 | 296 | 92 | 1,152 | 200 | 18 | 2,931 | 94 |
| July 1, 1891, to June 30, 1892 | 2,328 | 94 | 527 | 97 | 388 | 93 | 478 | 199 | 33 | 3,243 | 94 |
| July 1, 1892, to June 30, 1893 | 2,358 | 91 | 566 | 95 | 427 | 92 | 365 | 294 | 37 | 3,351 | 92 |
| July 1, 1893, to June 30, 1894 | 2,467 | 90 | 566 | 97 | 436 | 80 | 386 | 313 | 45 | 3,469 | 91 |
| July 16, 1883, to June 30, 1894 | 2,467 | 68 | 566 | 83 | 436 | 68 | 4,943 | 1,671 | 197 | 3,469 | 70 |

*a* Of this number, 69 were special pension examiners.
*b* Of this number, 35 were special pension examiners.

Of the 681 women appointed, 23, or a little more than 3 per cent, have been removed; of the 3,621 men appointed, 429 have been removed, or 12 per cent. This disparity in favor of women holds good in resignations, where the percentages are 22 and 14.5, respectively; and in deaths, where they are 3 and 0.9. The large percentage of deaths among men is partly due to the Ford's Theater disaster in 1893, and to the fact that the men enter the service at a more advanced average age. The increase in the percentage of women printers' assistants removed from 1.6 in 1893 to 18 in 1894 is due to the dismissal of colored women. (See investigation of the charge of discrimination against colored women in the Bureau of Engraving and Printing, pp. 319–321 *post*.)

The large number of appointments in 1891 was due to an increase in the force of the Record and Pension division and the Pension Office of about 600 clerks.

The large number of male resignations is partly due to the fact that many young men entering the service do so for a few years only, until they complete a term at a *professional evening* school or acquire special experience in some technical or *scientific branch of the service* useful to them in private employment.

TABLE 17.—*Showing the number of appointments to and separations from the customs service during the year ended June 30, 1894.*

| Location of custom-house. | Appointments. | | | | | | | | | | | | | | | | Separations. | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Selected, not appointed. | Nonexcepted places. | | | | | | | | | | | | | | | | | | |
| | | Original. | | | | | | | | | Reinstated. | | | | | | | | | |
| | | Clerk. | | | | | | | | | | | | | | | | | | |
| | | Male. | Female. | Day inspector. | Inspectress. | Night inspector. | Assistant weigher. | Opener and packer. | Examiner. | Sampler. | Soldier. | Civilian. | Total. | Excepted places. | Unclassified places. | Total appointments. | Removals. | Resignations. | Deaths. | Total. |
| Baltimore | .... | .... | .... | .... | .... | 2 | 2 | .... | .... | .... | .... | .... | 4 | 5 | 14 | 23 | 14 | 19 | 1 | 34 |
| Boston and Charlestown | .... | 2 | .... | .... | .... | 2 | 3 | .... | 1 | .... | 1 | .... | 9 | 2 | 9 | 20 | 14 | 9 | 11 | 34 |
| Chicago *a* | 17 | 13 | .... | 77 | .... | .... | .... | .... | 3 | .... | .... | 7 | 100 | 14 | 16 | 130 | 282 | 45 | 1 | 328 |
| Detroit *b* | .... | 4 | .... | 3 | .... | .... | .... | .... | 1 | .... | 4 | .... | 12 | 4 | 16 | 32 | 16 | 12 | .... | 28 |
| Port Huron | .... | 1 | 1 | 2 | .... | .... | .... | .... | .... | .... | .... | .... | 4 | 2 | 31 | 37 | 22 | 10 | 3 | 35 |
| New Orleans *c* | .... | 8 | .... | 13 | .... | .... | 3 | .... | 2 | .... | .... | .... | 26 | 8 | 105 | 139 | 86 | 31 | 2 | 119 |
| New York | 5 | 39 | 1 | 8 | .... | 12 | 2 | 4 | 1 | 1 | .... | 1 | 69 | 15 | 263 | 347 | 230 | 71 | 31 | 332 |
| Philadelphia | .... | 5 | .... | 6 | .... | .... | 1 | .... | 1 | .... | 4 | 1 | 18 | 9 | 105 | 132 | 34 | 113 | 2 | 149 |
| Portland and Falmouth | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | .... | 5 | 5 | .... | .... | 5 | 5 | .... | .... | 5 |
| San Francisco *d* | .... | 13 | .... | 11 | 1 | 12 | 6 | .... | 2 | 1 | 1 | 5 | 52 | 8 | 44 | 104 | 39 | 16 | 4 | 59 |
| Vermont | 1 | .... | .... | 10 | .... | .... | .... | .... | .... | .... | .... | 1 | 11 | 9 | 34 | 54 | 4 | 43 | 1 | 48 |
| Total | 23 | 85 | 2 | 130 | 1 | 28 | 17 | 4 | 11 | 2 | 10 | 20 | 310 | 76 | 637 | 1,023 | 746 | 369 | 56 | 1,171 |

*a* One hundred appointed for World's Fair, and 205 discontinued World's Fair employees.
*b* Eight unclassified deputy collectors and inspectors suspended at close of navigation season. Two temporary deputy collectors and inspectors from October 3 to 31.
*c* One promotion from unclassified to classified force.
*d* One promotion under Rule V, (*c*). Twenty-six temporary appointments for midwinter fair. One foreman of laborers appointed not included in above table.

NOTE.—The discrepancies at different offices between the number of appointments and the number of separations is due in some instances to an increase or decrease of force at an office, and at others to the fact that separations were made at the close of the former fiscal year and appointments to fill the vacancies during this fiscal year.

TABLE 18.—*Showing appointments to and separations from the fifty-three post-offices classified prior to January 1, 1893, for the year ended June 30, 1894.*

| Location of post-office. | Selected for appointment, but did not report for duty. | Appointments. | | | | | | | | | Preference claimants under section 1754, Revised Statutes. | Separations. | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | Nonexcepted places. | | | | | | | | | | | | | |
| | | Original. | | | Reinstated. | | | | | | | | | | |
| | | Clerks. | | | | | | | | | | | | | |
| | | Male. | Female. | Carriers. | Soldier. | Civilian. | Total. | Excepted places. | Unclassified places. | Total appointments. | | Removals. | Resignations. | Deaths. | Total. |
| Albany | ..... | 2 | ..... | 7 | ..... | ..... | 9 | 3 | 6 | 18 | ..... | 7 | 6 | 2 | 15 |
| Allegheny | ..... | 1 | ..... | 6 | ..... | ..... | 7 | 6 | 1 | 14 | ..... | 3 | 9 | .... | 12 |
| Atlanta [1] | ..... | 5 | ..... | 8 | ..... | ..... | 13 | 6 | 3 | 22 | ..... | 12 | 5 | .... | 17 |
| Baltimore | 14 | 13 | ..... | 49 | 1 | ..... | 63 | 8 | 10 | 81 | ..... | 17 | 25 | 4 | 46 |
| Boston [2] | 13 | 70 | 4 | 69 | ..... | 2 | 145 | 7 | 10 | 162 | ..... | 17 | 38 | 17 | 72 |
| Brooklyn [3] | 3 | 26 | 2 | 80 | ..... | 2 | 110 | 22 | 88 | 220 | ..... | 40 | 78 | 9 | 127 |
| Buffalo | ..... | 14 | ..... | 16 | ..... | 1 | 31 | .... | .... | 31 | ..... | 1 | 10 | 1 | 12 |
| Chicago [4] | 70 | 152 | ..... | 242 | 3 | 46 | 443 | 84 | 67 | 594 | ..... | 198 | 119 | 12 | 329 |
| Cincinnati [5] | 3 | 6 | ..... | 8 | 2 | 2 | 18 | 7 | 26 | 51 | ..... | 25 | 21 | 5 | 51 |
| Cleveland | ..... | 1 | 1 | 2 | ..... | ..... | 4 | 3 | 5 | 12 | ..... | 4 | 9 | 1 | 14 |

[1] One transfer from excepted to nonexcepted place.
[2] One transfer from excepted to nonexcepted place; 2 promotions under Rule V; 1 clerk transferred from Worcester.
[3] Four transfers clerk to Post-Office Department, Washington, under Rule VIII, 1, (*c*); 2 transfers from clerks to substitute carriers; 1 transfer from excepted to unclassified place.
[4] Nine transfers from excepted to nonexcepted places; 2 transfers from nonexcepted to excepted places.
[5] One transfer from excepted to nonexcepted place; 1 transfer to Post-Office Department under Rule VIII, 1, (*c*).

TABLE 18.—*Showing appointments to and separations from the fifty-three post-offices classified prior to January 1, 1893, etc.*—Continued.

| Location of post-office. | Appointments. | | | | | | | | | | Separations. | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Selected for appointment, but did not report for duty. | Nonexcepted places. | | | | | | Excepted places. | Unclassified places. | Total appointments. | Preference claimants under section 1754, Revised Statutes. | Removals. | Resignations. | Deaths. | Total. |
| | | Original. | | | Reinstated. | | | | | | | | | | |
| | | Clerks. | | | | | | | | | | | | | |
| | | Male. | Female. | Carriers. | Soldier. | Civilian. | Total. | | | | | | | | |
| Columbus[1] | ..... | 3 | ..... | 2 | ..... | ..... | 5 | 10 | 20 | 35 | ..... | 26 | 4 | 1 | 31 |
| Dallas | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 1 | ..... | 1 | ..... | 1 | ..... | ..... | 1 |
| Dayton | 2 | 2 | ..... | 8 | ..... | ..... | 10 | 7 | 12 | 29 | ..... | 4 | 17 | 2 | 23 |
| Denver[2] | ..... | 6 | ..... | 2 | ..... | 2 | 10 | 6 | 4 | 20 | ..... | ..... | 17 | 3 | 20 |
| Des Moines | ..... | 4 | 2 | 2 | ..... | 2 | 10 | 3 | 1 | 14 | ..... | 1 | 7 | ..... | 8 |
| Detroit | ..... | 7 | 2 | 9 | 1 | ..... | 19 | 8 | 3 | 30 | ..... | 5 | 6 | 1 | 12 |
| Grand Rapids | ..... | ..... | ..... | 4 | ..... | ..... | 4 | 4 | 1 | 9 | ..... | 3 | 2 | ..... | 5 |
| Hartford | ..... | 2 | ..... | 5 | ..... | ..... | 7 | ..... | ..... | 7 | ..... | 1 | 1 | ..... | 2 |
| Indianapolis | ..... | 2 | ..... | 2 | ..... | ..... | 4 | 11 | 4 | 19 | ..... | 2 | 20 | ..... | 22 |
| Jersey City | ..... | 7 | ..... | 1 | ..... | ..... | 8 | 13 | ..... | 21 | ..... | 10 | 6 | 3 | 19 |
| Kansas City, Mo.[3] | 1 | 8 | ..... | 4 | ..... | 3 | 15 | 8 | 5 | 28 | ..... | 6 | 15 | 1 | 22 |
| Los Angeles[4] | 4 | 9 | 1 | 10 | ..... | ..... | 20 | 13 | ..... | 20 | ..... | 3 | 6 | 3 | 12 |
| Louisville[5] | 3 | 13 | ..... | 13 | ..... | 3 | 29 | ..... | 17 | 59 | ..... | 10 | 36 | 1 | 47 |
| Lowell[6] | ..... | 1 | ..... | ..... | ..... | ..... | 1 | ..... | ..... | 1 | ..... | 1 | 1 | 1 | 3 |
| Lynn | 1 | ..... | ..... | 2 | ..... | ..... | 2 | ..... | ..... | 2 | ..... | ..... | 2 | ..... | 2 |
| Memphis[7] | 5 | 2 | ..... | 2 | ..... | ..... | 4 | 3 | 1 | 8 | ..... | 4 | 1 | ..... | 5 |
| Milwaukee | 5 | 3 | ..... | 23 | ..... | ..... | 26 | 11 | 6 | 43 | ..... | 12 | 11 | 3 | 26 |
| Minneapolis[8] | ..... | ..... | 1 | ..... | ..... | 1 | 2 | ..... | ..... | 2 | ..... | 1 | 1 | 2 | 4 |
| Nashville | ..... | 1 | ..... | ..... | ..... | ..... | 1 | 11 | 1 | 13 | ..... | 1 | 10 | 1 | 12 |
| Newark | 7 | 14 | ..... | 14 | ..... | ..... | 28 | ..... | ..... | 28 | ..... | 4 | 10 | 1 | 15 |
| New Haven | ..... | 2 | ..... | 3 | ..... | ..... | 5 | 1 | 1 | 7 | ..... | 1 | 5 | 1 | 7 |
| New Orleans[9] | 3 | 8 | ..... | 10 | ..... | 1 | 19 | 7 | 2 | 28 | ..... | 7 | 17 | 2 | 26 |
| New York[10] | 24 | 196 | ..... | 131 | 2 | 42 | 371 | 113 | 10 | 494 | ..... | 63 | 171 | 30 | 264 |
| Oakland | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 7 | 7 | ..... | 2 | 6 | ..... | 8 |
| Omaha | ..... | 2 | 1 | ..... | ..... | ..... | 3 | 1 | ..... | 4 | ..... | ..... | 4 | 2 | 6 |
| Paterson | ..... | 1 | ..... | 5 | ..... | ..... | 6 | ..... | ..... | 6 | 1 | 1 | 1 | ..... | 2 |
| Philadelphia | 6 | 160 | 1 | 150 | 7 | 9 | 327 | 107 | 51 | 485 | ..... | 266 | 80 | 16 | 362 |
| Pittsburg | 1 | 16 | ..... | 10 | ..... | 2 | 28 | 30 | 18 | 76 | ..... | 2 | 59 | 2 | 63 |
| Portland, Me | ..... | 1 | 2 | ..... | ..... | ..... | 3 | ..... | 1 | 4 | ..... | ..... | 2 | ..... | 2 |
| Portland, Oreg | ..... | 4 | ..... | 6 | ..... | 1 | 11 | 1 | ..... | 12 | ..... | 5 | 4 | ..... | 9 |
| Providence | 1 | 1 | ..... | 1 | ..... | ..... | 2 | ..... | ..... | 2 | ..... | 1 | 3 | ..... | 4 |
| Richmond | 1 | 6 | ..... | 2 | ..... | ..... | 8 | 8 | 7 | 23 | ..... | 17 | ..... | ..... | 17 |
| Rochester | ..... | 3 | ..... | 4 | ..... | ..... | 7 | 1 | ..... | 8 | ..... | 2 | 5 | ..... | 7 |
| St. Louis[11] | 5 | 30 | ..... | 14 | ..... | 4 | 48 | 11 | 35 | 94 | ..... | 33 | 32 | 8 | 73 |
| St. Paul | ..... | 5 | ..... | 1 | ..... | 1 | 7 | 2 | 2 | 11 | ..... | 2 | 7 | 1 | 10 |
| San Francisco[12] | ..... | 36 | 6 | 6 | ..... | ..... | 48 | ..... | 4 | 52 | ..... | 6 | 10 | 5 | 21 |
| Scranton[13] | ..... | 2 | ..... | 4 | ..... | ..... | 6 | 3 | 2 | 11 | ..... | 3 | 6 | ..... | 9 |
| Springfield, Mass.[14] | ..... | ..... | ..... | 2 | ..... | ..... | 2 | 1 | 1 | 4 | ..... | 2 | 3 | ..... | 5 |
| Syracuse | 1 | 2 | ..... | 9 | ..... | 2 | 13 | 14 | ..... | 27 | ..... | 5 | 7 | ..... | 12 |
| Toledo | 3 | 3 | ..... | 7 | ..... | ..... | 10 | 3 | 3 | 16 | ..... | 1 | 6 | 1 | 8 |
| Troy | ..... | ..... | ..... | 5 | ..... | 1 | 6 | ..... | ..... | 6 | ..... | 3 | 1 | ..... | 4 |
| Washington[15] | 4 | 16 | 1 | 10 | ..... | 1 | 28 | 7 | 3 | 38 | ..... | 6 | 11 | 1 | 18 |
| Worcester[16] | 1 | 6 | ..... | 1 | ..... | ..... | 7 | ..... | ..... | 7 | ..... | 2 | 1 | ..... | 3 |
| Total | 181 | 874 | 24 | 971 | 16 | 128 | 2,013 | 565 | 438 | 3,016 | 1 | 849 | 934 | 143 | 1,926 |

[1] One transfer from excepted to nonexcepted place.
[2] One carrier transferred to New York; 1 carrier transferred from New York.
[3] Three transfers to Post-Office Department, Washington, under Rule VIII, 1, (*c*); 1, temporary appointment.
[4] One transfer from clerk to carrier; 3 temporary appointments.
[5] One carrier transferred to Minneapolis; 1 carrier transferred to Louisville from Minneapolis.
[6] Two temporary clerks appointed.
[7] One transfer from money-order clerk to substitute carrier.
[8] Transfer of carrier to Louisville and 1 transfer of carrier from Louisville.
[9] One transfer from nonexcepted to unclassified place; 1 transfer from railway mail service.
[10] One promotion from nonexcepted to excepted place; 1 transfer to railway mail service; 15 transferred from accepted to nonexcepted places; 1 clerk transferred to Denver post-office and 1 transferred from Denver post-office; 2 transfers from nonexcepted to excepted places; 1 temporary appointment unclassified; 1 transfer from regular carrier to messenger; 1 transfer to and 1 from San Francisco.
[11] Four transfers from excepted to nonexcepted place.
[12] One appointment to absolute excepted place; 1 carrier transferred to New York post-office; 1 carrier transferred from New York post-office.
[13] One transfer from post-office to railway mail service.
[14] Three temporary appointments noted.
[15] One dropped and 1 furloughed without pay; 1 transferred to Post-Office Department under *Rule VIII, 1, (c).*
[16] *One clerk transferred* to Boston; 1 transferred from excepted to nonexcepted place.

18*a*.—*Showing appointments to and separations from the post-offices classified by Presidential order of January 5, 1893, during the year ended June 30, 1894.*

| of post-office. | Appointments. | | | | | | | | | | | Separations. | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Selected for appointment, but did not report for duty. | Nonexcepted places. | | | | | | Excepted places. | Unclassified places. | Total appointments. | Preference claimants under section 1754, Revised Statutes, appointed. | Removals. | Resignations. | Deaths. | Total. |
| | | Original. | | | Reinstated. | | | | | | | | | | |
| | | Clerks. | | | | | | | | | | | | | |
| | | Male. | Female. | Carriers. | Soldier. | Civilian. | Total. | | | | | | | | |
| , S. Dak | | 1 | 1 | 1 | | | 3 | 1 | | 4 | | | 2 | | 2 |
| Kans | | | 1 | 1 | | | 2 | | | 2 | | | 1 | | 1 |
| lich | | 1 | 1 | 6 | | | 8 | 2 | | 10 | | 5 | 4 | | 9 |
| hio | | 1 | | | | | 1 | | | 1 | | | | | |
| Cal | | | | 2 | | | 2 | 3 | 2 | 7 | | | 5 | 1 | 6 |
| lich | | | 1 | | | | 1 | 1 | | 2 | | 1 | 1 | | 2 |
| que, N. Mex | | 1 | | 1 | | | 2 | | | 2 | | | 1 | 1 | 2 |
| Ohio | | 2 | | 1 | | | 3 | | 2 | 5 | | 1 | 4 | | 5 |
| ia, Va | | | | 1 | | | 1 | 1 | | 2 | | | 1 | | 1 |
| n, Pa | | 1 | | 3 | | | 4 | | 1 | 5 | | 1 | 1 | 2 | 4 |
| | | | | | | | | 1 | | 1 | | | 1 | | 1 |
| lich | | | | | | | | | | | | | | | |
| Pa | | | | 1 | | | 1 | | | 1 | | 1 | | | 1 |
| , Ga | | | | 3 | | | 3 | | | 3 | | 2 | | | 2 |
| y, Mass | | | | | | | | | | | | | | | |
| m, N. Y | | | | 1 | | | 1 | | | 1 | | | | | |
| , Ind | | 1 | 1 | 5 | | | 7 | | 1 | 8 | | | 5 | | 5 |
| r, Mich | | 1 | | | | | 1 | 1 | 1 | 3 | | | 3 | | 3 |
| s, Md | | | | | | | | | | | | | | | |
| , Ala | 2 | | | 7 | | 1 | 8 | 2 | 1 | 11 | | 7 | 4 | | 11 |
| Conn | | | 1 | | | | 1 | | | 1 | | | | | |
| , Wis | | | | 1 | | | 1 | | | 1 | | | | | |
| City, Kans | | 1 | | | | | 1 | 1 | | 2 | | | 3 | | 3 |
| J | 1 | | | 2 | | | 2 | | | 2 | | 1 | | | 1 |
| , N. C | | 1 | | 7 | | 1 | 9 | | | 9 | | 4 | 4 | | 8 |
| Wis | | | | | | | | | | | | | | | |
| a, Ohio | | | | 1 | | | 1 | | | 1 | | | | | |
| lo | | 1 | | 2 | | | 3 | | 1 | 4 | | | 1 | | 1 |
| reg | | 1 | | | | | 1 | | | 1 | | | 1 | | 1 |
| Kans | | | | | | | | | | | | | | | |
| ia | | | | 6 | | | 6 | | | 6 | | 4 | | | 4 |
| Iowa | | 1 | 1 | | | | 2 | | | 2 | | | 3 | | 3 |
| City, N. J | 1 | 1 | | 3 | | 1 | 5 | | | 5 | | | 2 | | 2 |
| , Mass | | | | | | | | | | | | | | | |
| fe | | 2 | | | | | 2 | 1 | | 3 | | 1 | | | 1 |
| N. Y | | 1 | | 1 | | | 2 | | | 2 | | 1 | | | 1 |
| Ga | 3 | 2 | | 2 | | | 4 | 4 | | 8 | | 6 | 3 | | 9 |
| Me | | 2 | | 4 | | 1 | 7 | | | 7 | | 4 | | | 4 |
| l | | 1 | | 6 | | | 7 | | | 7 | | 2 | 3 | | 5 |
| l | | | | 2 | | | 2 | | 1 | 3 | | | 1 | | 1 |
| ex | | 2 | 1 | 5 | | | 8 | 3 | | 11 | | | 4 | | 4 |
| le | | 1 | | 2 | | | 3 | | | 3 | | | 3 | | 3 |
| N. Y | | 1 | | 4 | | | 5 | | | 5 | | | 2 | | 2 |
| | | 1 | | 3 | | | 4 | 2 | 3 | 9 | | 1 | 5 | 1 | 7 |
| uge, La | 2 | 2 | | 6 | | | 8 | | | 8 | | | 5 | | 5 |
| ek, Mich | | 1 | | 1 | | | 2 | | | 2 | | 1 | 1 | | 2 |
| Mich | | | | 1 | | | 1 | 3 | | 4 | | 2 | 2 | | 4 |
| N. J | | | | 1 | | | 1 | 1 | | 2 | | | | | |
| Nebr | 1 | 1 | | 3 | | | 4 | | | 4 | | | 4 | | 4 |
| alls, Pa | | | | 1 | | | 1 | | | 1 | | | | | |
| fe | | | | 1 | | | 1 | | | 1 | | | | | |
| aine, Ohio | | | | | | | | | | | | | | | |
| s, Pa | | | | 1 | | | 1 | 1 | | 2 | | | 1 | | 1 |
| . Ill | | | | 1 | | | 1 | 1 | | 2 | | | 1 | | 1 |
| is | 1 | 1 | | 4 | | | 5 | | | 5 | | 1 | | 2 | 3 |
| on, Vt | 1 | 1 | | 1 | | | 2 | | | 2 | | | 2 | | 2 |
| n, Pa | | 1 | | | | | 1 | | | 1 | | | 1 | | 1 |
| Mass | | | | | | | | | | | | | | | |
| l, Me | | | | | | | | | | | | | | | |
| ton, N. Y | 2 | 6 | | 2 | | | 8 | 5 | | 13 | | 2 | 5 | | 7 |
| am, Ala | 2 | 1 | | 2 | | | 3 | 5 | 1 | 9 | | 7 | 1 | | 8 |
| am, Conn | 1 | | 1 | 2 | | | 3 | 1 | 2 | 6 | | 3 | 3 | | 6 |
| d, N. J | | | | | | | | | | | | | 2 | | 2 |
| ton, Ill | | | | | | | | | | | | | 1 | | 1 |
| y, Idaho | | 1 | | 1 | | | 2 | | | 2 | | | | | |
| Green, Ky | | | | 1 | | | 1 | 2 | | 3 | | 3 | 2 | | 5 |
| , Pa | | | | 1 | | | 1 | | | 1 | | | 1 | | 1 |
| Pa | | | | | | | | | | | | | | | |

TABLE 18*a*.—*Showing appointments to and separations from the post-offices classified by Presidential order of January 5, 1893, etc.*—Continued.

| Location of post-office. | Appointments. | | | | | | | | | | | Separations. | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Selected for appointment, but did not report for duty. | Nonexcepted places. | | | | | | Excepted places. | Unclassified places. | Total appointments. | Preference claimants under section 1754, Revised Statutes, appointed. | Removals. | Resignations. | Deaths. | Total. |
| | | Original. | | | Reinstated. | | Total. | | | | | | | | |
| | | Clerks. | | Carriers. | Soldier. | Civilian. | | | | | | | | | |
| | | Male. | Female. | | | | | | | | | | | | |
| Brattleboro, Vt | | | | | | | | | | | | | | | |
| Bristol, Tenn | | 1 | | 2 | | | 3 | 1 | 1 | 5 | | | 3 | | 3 |
| Bridgeport, Conn | | 1 | | 6 | | | 7 | 2 | 6 | 15 | | 5 | 2 | | 7 |
| Bridgeton, N. J | | | | 2 | | 1 | 3 | 2 | | 5 | | 4 | 1 | | 5 |
| Brockton, Mass | | | 1 | | | | 1 | | | 1 | | | | | |
| Brunswick, Ga | | | | 1 | | | 1 | | | 1 | | 2 | | | 2 |
| Bucyrus, Ohio | | | 2 | | | | 2 | | | 2 | | | 2 | | 2 |
| Burlington, Iowa | | | | 2 | | | 2 | | | 2 | | | 5 | | 5 |
| Burlington, Vt | | 1 | | 1 | | | 2 | | | 2 | | 1 | | | 1 |
| Butler, Pa | | | | 1 | | | 1 | | | 1 | | 1 | 1 | | 2 |
| Butte City, Mont | | 1 | | 1 | | | 2 | | | 2 | | 1 | 2 | | 3 |
| Cairo, Ill | 1 | 1 | | 5 | | | 6 | 3 | | 9 | | 1 | 6 | | 7 |
| Camden, N. J | | | | | 1 | | 1 | | | 1 | | | 2 | | 2 |
| Canandaigua, N. Y | | 1 | | | | | 1 | | | 1 | | | 1 | | 1 |
| Canton, Ill | | 1 | | | | | 1 | 1 | | 2 | | | 2 | | 2 |
| Canton, Ohio | | 2 | | 2 | | 2 | 6 | 2 | 1 | 9 | | 5 | 2 | | 7 |
| Carbondale, Pa | | | | | | | | | | | | | | | |
| Carlisle, Pa | | 2 | 1 | 5 | | | 8 | 1 | 1 | 10 | | 1 | 8 | | 9 |
| Carthage, Mo | | | | | | | | | 2 | 2 | | | 1 | | 1 |
| Cedar Falls, Iowa | | | | | | | | | | | | | | | |
| Cedar Rapids, Iowa | | | | 1 | | | 1 | | | 1 | | | | | |
| Central Falls, R. I | 1 | | | 2 | | | 2 | | | 2 | | 1 | | | 1 |
| Chambersburg, Pa | | | | | | | | | | | | | | | |
| Champaign, Ill | 2 | 3 | | 3 | | | 6 | 2 | | 8 | | 4 | 4 | | 8 |
| Charleston, S. C | 2 | 2 | | 3 | | | 5 | 2 | 1 | 8 | | 3 | 3 | 1 | 7 |
| Charleston, W. Va | | 1 | | 2 | | | 3 | 2 | | 5 | | 1 | 1 | | 2 |
| Charlotte, N. C | | 4 | | 10 | | | 14 | 4 | 3 | 21 | | 9 | 10 | 2 | 21 |
| Charlottesville, Va | | 1 | | | | | 1 | | | 1 | | | | | |
| Chattanooga, Tenn | 1 | 4 | | 5 | | | 9 | 3 | | 12 | | 7 | 3 | | 10 |
| Chester, Pa | | | | 2 | | | 2 | 2 | | 4 | | 2 | 2 | | 4 |
| Cheyenne, Wyo | | 1 | | 1 | | | 2 | | | 2 | | 3 | | | 3 |
| Chillicothe, Mo | | 1 | 1 | 1 | | | 3 | | | 3 | | 1 | 4 | | 5 |
| Chillicothe, Ohio | | | | | | | | | | | | | | | |
| Chippewa Falls, Wis | | | | | | | | | | | | | | | |
| Clarksville, Tenn | | 1 | | | | | 1 | 2 | | 3 | | | 2 | | 2 |
| Clinton, Iowa | | | | | | | | | | | | | | | |
| Clinton, Mass | | | | | | | | | | | | | | | |
| Cohoes, N. Y | | 1 | | 1 | | | 2 | | | 2 | | | | | |
| Coldwater, Mich | | | | 1 | | | 1 | | | 1 | | | | | |
| Colorado Springs, Colo | | | | 1 | | | 1 | | | 1 | | 1 | 1 | | 2 |
| Columbia, Pa | | | | | | | | 1 | | 1 | | 2 | | | 2 |
| Columbia, S. C | | | | | | | | | | | | | | | |
| Columbus, Ga | | | | 7 | | | 7 | | | 7 | | 2 | 1 | | 3 |
| Columbus, Ind | | 1 | | 4 | | | 5 | 1 | | 6 | | 2 | 3 | | 5 |
| Concord, N. H | | 1 | | | | | 1 | 1 | | 2 | | 1 | 1 | | 2 |
| Connersville, Ind | | | | 1 | | | 1 | 1 | | 2 | | | 1 | | 1 |
| Corning, N. Y | | | | 2 | | | 2 | | | 2 | | 1 | | | 1 |
| Corry, Pa | | | | | | | | | | | | | | | |
| Corsicana, Tex | | | | 1 | | | 1 | | | 1 | | | 2 | | 2 |
| Cortland, N. Y | | 1 | | | | | 1 | | | 1 | | | 1 | | 1 |
| Council Bluffs, Iowa | | 2 | 1 | 5 | | | 8 | 4 | | 12 | | 2 | 3 | | 5 |
| Covington, Ky | 1 | 1 | | 6 | | | 7 | 4 | 1 | 12 | | 3 | 5 | | 8 |
| Crawfordsville, Ind | | | 1 | 3 | | | 4 | | | 4 | | | 5 | | 5 |
| Creston, Iowa | | | | 1 | | | 1 | | | 1 | | | 1 | | 1 |
| Cumberland, Md | | 1 | | | | | 1 | | | 1 | | | 1 | | 1 |
| Danbury, Conn | | | | 1 | | | 1 | | | 1 | | | | | |
| Danville, Ill | | | 1 | 3 | | | 4 | | | 4 | | | | | |
| Danville, Pa | | | | | | | | | | | | | | | |
| Danville, Va | | | | | | | | 1 | | 1 | | 1 | | | 1 |
| Davenport, Iowa | 1 | 3 | | 3 | | | 6 | | 1 | 7 | | 6 | 1 | | 7 |
| Decatur, Ill | | 2 | | 2 | | | 4 | 1 | | 5 | | | 1 | | 1 |
| Decorah, Iowa | | | | | | | | | | | | | | | |
| Defiance, Ohio | | 1 | | | | | 1 | | | 1 | | | 1 | | 1 |
| Delaware, Ohio | | 1 | | | | | 1 | | | 1 | | 1 | 1 | | 2 |
| Denison, Tex | | 2 | | | | | 2 | 1 | 1 | 4 | | | 5 | | 5 |
| Dixon, Ill | 5 | | | 1 | | | 1 | | | 1 | | | 2 | | 2 |
| *Dover, N. H* | | | | | | | | 1 | | 1 | | 2 | | | 2 |
| *Dubuque, Iowa* | | 2 | | 3 | | | 5 | 1 | | 6 | | 4 | 3 | 1 | 8 |

18a.—*Showing appointments to and separations from the post-offices classified by Presidential order of January 5, 1893, etc.*—Continued.

| a of post-office. | Selected for appointment, but did not report for duty. | Appointments. | | | | | | | | | Separations. | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | Nonexcepted places. | | | | | | Excepted places. | Unclassified places. | Total appointments. | Preference claimants under section 1754, Revised Statutes, appointed. | Removals. | Resignations. | Deaths. | Total. |
| | | Original. | | | Reinstated. | | | | | | | | | | |
| | | Clerks. | | | | | | | | | | | | | |
| | | Male. | Female. | Carriers. | Soldier. | Civilian. | Total. | | | | | | | | |
| Minn | | | | 1 | | | 1 | | | 1 | | 1 | 1 | | 2 |
| , N. Y | | | | 1 | | | 1 | | | 1 | | | | | |
| , N. C | | 1 | | 1 | | | 2 | | | 2 | | | 1 | | 1 |
| erpool, Ohio | 1 | 1 | | | | | 1 | | | 1 | | 1 | | | 1 |
| Pa | | | | | | | | | | | | | | | |
| nge, N. J | | | | 1 | | | 1 | | | 1 | 1 | | 1 | | 1 |
| Louis, Ill | | | | 1 | | | 1 | | | 1 | | 1 | | | 1 |
| ire, Wis | | | | | | | | | | | | | | | |
| il | | 1 | | 2 | | | 3 | | | 3 | | | | 1 | 1 |
| h, N. J | | 4 | | | | | 4 | | | 4 | | 1 | | | 1 |
| Ind | | 1 | | | | | 1 | | | 1 | | 1 | 1 | 1 | 3 |
| N. Y | | | 1 | | | | 1 | | | 1 | | | | | |
| Tex | | | 1 | | | | 1 | 1 | | 2 | | 1 | 1 | | 2 |
| )hio | | | | 1 | | | 1 | 2 | | 3 | | 2 | 1 | | 3 |
| , Kans | | 1 | | 1 | | | 2 | | | 2 | | | 1 | | 1 |
| ood, Ill | | 1 | 1 | 2 | | | 4 | 1 | 6 | 11 | | 3 | 4 | | 7 |
| | | 2 | | | | | 2 | | | 2 | | | | | |
| a, Mich | | 1 | | 1 | | | 2 | 1 | | 3 | | 1 | | | 1 |
| Cal | | | | 1 | | | 1 | | | 1 | | | | | |
| n, Ill | | 1 | | 2 | | | 3 | | 6 | 9 | | | 8 | | 8 |
| lle, Ind | | 3 | | 23 | | | 26 | 4 | 3 | 33 | | 27 | 2 | 1 | 30 |
| Mass | | 1 | | | | | 1 | 1 | | 2 | | | 2 | 1 | 3 |
| er, Mass | 3 | 8 | | 1 | | | 9 | 1 | | 10 | | 2 | 3 | | 5 |
| . Dak | | | | 1 | | | 1 | | | 1 | | 1 | | | 1 |
| lt, Minn | | | | | | | | 2 | | 2 | | | 2 | | 2 |
| , Ohio | | | | 2 | | | 2 | 1 | 1 | 4 | | | 3 | | 3 |
| rg, Mass | | | | 1 | | | 1 | | | 1 | | | 1 | | 1 |
| ich | | | | 1 | | | 1 | | | 1 | | | 1 | | 1 |
| g, N. Y | 1 | | | 1 | | | 1 | | | 1 | | | 1 | | 1 |
| Lac, Wis | | 1 | | 1 | | | 2 | | | 2 | | | | | |
| dge, Iowa | | | | | | | | | | | | | | | |
| dison, Iowa | | | | 4 | | | 4 | 1 | | 5 | | 5 | 1 | | 6 |
| tt, Kans | | 1 | | 2 | | | 3 | | | 3 | | | 1 | | 1 |
| ith, Ark | | 2 | 1 | 2 | | | 5 | 2 | | 7 | | 2 | 5 | | 7 |
| yne, Ind | | 7 | | 11 | | 1 | 19 | 5 | 7 | 31 | | 18 | 5 | | 23 |
| rth, Tex | | 2 | | | | | 2 | | | 2 | | | 1 | | 1 |
| , Ohio | | | | 1 | | | 1 | | | 1 | | 1 | | | 1 |
| n, Pa | | | 1 | 1 | | | 2 | | | 2 | | | 2 | | 2 |
| rt, Ind | | | | 1 | | | 1 | 1 | | 2 | | 1 | | | 1 |
| rt, Ky | | 1 | 1 | 3 | | | 5 | | | 5 | | 1 | 3 | | 4 |
| k, Md | | | | | | | | 1 | | 1 | | 1 | | | 1 |
| t, Ill | | | | 1 | | | 1 | | | 1 | | | 2 | | 2 |
| t, Nebr | | | 1 | 1 | | 1 | 3 | 1 | | 4 | | | 2 | | 2 |
| t, Ohio | | | | | | | | | | | | | | | |
| Cal | | | 1 | 2 | | | 3 | | | 3 | | 1 | 1 | | 2 |
| ille, Tex | | 1 | | 1 | | | 2 | | | 2 | | | 2 | | 2 |
| rg, Ill | | 2 | | 2 | | | 4 | | | 4 | | 1 | | | 1 |
| n, Tex | | 2 | | 3 | | | 5 | 4 | | 9 | | 4 | 4 | | 8 |
| N. Y | | | | 2 | | | 2 | | 2 | 4 | | | 2 | | 2 |
| alls, N. Y | | 1 | | 1 | | | 2 | 1 | | 3 | | | 1 | | 1 |
| ter, Mass | | | | | | | | | | | | | | | |
| ville, N. Y | | | | 1 | | | 1 | 1 | | 2 | | | 1 | | 1 |
| Ind | | 2 | | 4 | | | 6 | 1 | | 7 | | 3 | 5 | | 8 |
| Forks, N. Dak | | | | 4 | | | 4 | 1 | | 5 | | 1 | 4 | | 5 |
| sland, Nebr | | | | | | | | 1 | | 1 | | | 1 | | 1 |
| , Colo | | | | | | | | | | | | | | | |
| ay, Wis | | | | | | | | | | | | | | | |
| ld, Mass | | | | 2 | | | 2 | | | 2 | | | | | |
| oro, N. C | | 1 | | 2 | | | 3 | | | 3 | | 1 | | | 1 |
| urg, Pa | | | | 1 | | | 1 | | | 1 | | 1 | 1 | | 2 |
| lle, Miss | | 1 | | 1 | | | 2 | | | 2 | | | 1 | | 1 |
| lle, S. C | | | | 3 | | | 3 | 1 | 3 | 7 | | 3 | 1 | 1 | 5 |
| , Okla | | 1 | | | | | 1 | | | 1 | | | 1 | | 1 |
| sack, N. J | | | | | | | | | | | | | | | |
| own, Md | | | | | | | | | | | | | | | |
| n, Ohio | | 3 | | 8 | | | 11 | 1 | | 12 | | 6 | 4 | | 10 |
| l, Mo | | 1 | | | | | 1 | | | 1 | | | | | |
| urg, Pa | | 4 | | 1 | | 3 | 8 | | | 8 | | | 1 | | 1 |

TABLE 18*a*.—*Showing appointments to and separations from the post-offices classified by Presidential order of January 5, 1893, etc.*—Continued.

| Location of post-office. | Appointments. | | | | | | | | | | Separations. | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Selected for appointment, but did not report for duty. | Nonexcepted places. | | | | | | Excepted places. | Unclassified places. | Total appointments. | Preference claimants under section 1754, Revised Statutes, appointed. | Removals. | Resignations. | Deaths. | Total. |
| | | Original. | | | Reinstated. | | Total. | | | | | | | | |
| | | Clerks. | | Carriers. | Soldier. | Civilian. | | | | | | | | | |
| | | Male. | Female. | | | | | | | | | | | | |
| Hastings, Nebr | | 1 | | | | | 1 | 1 | | 2 | | 1 | 1 | | 2 |
| Haverhill, Mass | | 1 | | 3 | | | 4 | | | 4 | | | | | |
| Hazleton, Pa | | | | 2 | | | 2 | | | 2 | | | 1 | | 1 |
| Helena, Mont | 1 | | | 4 | | | 4 | | | 4 | | | 3 | | 3 |
| Henderson, Ky | | 1 | | | | | 1 | | | 1 | | | | | |
| Hillsdale, Mich | | | | | | | | | | | | | | | |
| Hoboken, N. J | | 1 | | 7 | | | 8 | 4 | 4 | 16 | | 10 | 4 | 2 | 16 |
| Holyoke, Mass | | | | | | | | 1 | 1 | 1 | | 1 | | | 1 |
| Hoosick Falls, N. Y | | | | 1 | | | 1 | | | 1 | | | | | |
| Hornellsville, N. Y | | | | 1 | | | 1 | | | 1 | | | | | |
| Hot Springs, Ark | | | 1 | 1 | | | 2 | | | 2 | | | 3 | | 3 |
| Houston, Tex | | 6 | 2 | 4 | | | 12 | 1 | 3 | 16 | | 8 | 8 | | 16 |
| Hudson, N. Y | | | | 1 | | | 1 | | | 1 | | | | | |
| Huntingdon, Pa | | | | | | | | | | | | | | | |
| Huntington, Ind | | | | 1 | | | 1 | 2 | | 3 | | 1 | 3 | | 4 |
| Huntington, W. Va | | 1 | 2 | 3 | | | 6 | 1 | 1 | 8 | | 2 | 5 | | 7 |
| Huntsville, Ala | | | | | | | | 1 | | 1 | | | | | |
| Huron, S. Dak | | | | 1 | | | 1 | | | 1 | | | 1 | | 1 |
| Hutchinson, Kans | | 2 | | 2 | | | 4 | | | 4 | | | | | |
| Hyde Park, Mass | | | | 1 | | | 1 | | | 1 | | | | | |
| Independence, Iowa | | | | 1 | | | 1 | | | 1 | | | | | |
| Ishpeming, Mich | | 1 | | 2 | | | 3 | | | 3 | | 2 | | | 2 |
| Ionia, Mich | | 1 | | | | | 1 | 1 | | 2 | 1 | 1 | | | 1 |
| Iowa City, Iowa | | | | 1 | | | 1 | | 1 | 2 | | | 1 | | 1 |
| Iron Mountain, Mich | | | | 1 | | 1 | 2 | | | 2 | | 2 | | | 2 |
| Ironton, Ohio | | | | 1 | | | 1 | 2 | | 3 | | 3 | | | 3 |
| Ironwood, Mich | | | | | | | | | | | | | 1 | | 1 |
| Ithaca, N. Y | | 1 | | | | | 1 | 1 | | 2 | | 1 | 1 | | 2 |
| Jackson, Mich | 2 | 2 | 1 | 8 | | | 11 | 2 | | 13 | | 5 | 4 | | 9 |
| Jackson, Miss | | | 1 | 3 | | | 4 | | | 4 | | | | | |
| Jackson, Tenn | | | | | | | | | | | | | | | |
| Jacksonville, Fla | 6 | 6 | | 10 | | | 16 | 4 | 2 | 22 | | 12 | 8 | 1 | 21 |
| Jacksonville, Ill | | 1 | | 2 | | | 3 | 3 | | 6 | | 5 | 1 | | 6 |
| Jamestown, N. Y | | 2 | | | | | 2 | | | 2 | | | 1 | | 1 |
| Janesville, Wis | | | | | | | | 1 | | 1 | | 1 | | | 1 |
| Jefferson City, Mo | | | | | | | | 4 | | 4 | | | 1 | 2 | 3 |
| Jeffersonville, Ind | | | | 1 | | | 1 | 1 | | 2 | | 2 | | | 2 |
| Johnstown, N. Y | | | | | | | | | | | | | | | |
| Johnstown, Pa | 1 | 1 | | | | | 1 | | | 1 | | 1 | | | 1 |
| Joliet, Ill | | | | | | | | 1 | | 1 | | 1 | 1 | | 2 |
| Joplin, Mo | | 1 | | 1 | | | 2 | | | 2 | | 2 | | | 2 |
| Kalamazoo, Mich | | 1 | | 1 | | | 2 | 1 | | 3 | | 1 | 1 | 1 | 3 |
| Kankakee, Ill | | | 1 | | | | 1 | 1 | | 2 | | | 1 | | 1 |
| Kansas City, Kans | | | | 3 | | | 3 | | | 3 | | | 1 | | 1 |
| Kearney, Nebr | | 2 | | | | | 2 | | | 2 | | 1 | 1 | | 2 |
| Keene, N. H | | 1 | | 1 | | | 2 | | | 2 | | 1 | 1 | | 2 |
| Kenton, Ohio | | 1 | | 3 | | | 4 | | | 4 | | | 4 | | 4 |
| Keokuk, Iowa | | | 2 | 3 | | | 5 | 2 | | 7 | | 2 | 1 | 1 | 4 |
| Knoxville, Tenn | 1 | 3 | 1 | 6 | | | 10 | 2 | 1 | 13 | | 4 | 5 | | 9 |
| Kokomo, Ind | | 1 | | 4 | | | 5 | 1 | | 6 | | 1 | 4 | | 5 |
| La Crosse, Wis | | 1 | | 5 | | | 6 | 5 | 1 | 12 | | 6 | 5 | | 11 |
| Lafayette, Ind | | 3 | | 6 | | 1 | 10 | 4 | 4 | 18 | | 4 | 12 | | 16 |
| Lancaster, Ohio | | | | | | | | | | | | | | | |
| Lancaster, Pa | | 1 | | 12 | | | 13 | 2 | | 15 | | 2 | 7 | | 9 |
| Lansing, Mich | | 1 | 1 | 4 | | | 6 | | 1 | 7 | | 2 | 2 | | 4 |
| Laporte, Ind | 1 | 3 | | 3 | | | 6 | 1 | | 7 | | 5 | 1 | | 6 |
| Laramie, Wyo | | | | 1 | | | 1 | | | 1 | | | 1 | | 1 |
| La Salle, Ill | | | | 1 | | | 1 | | | 1 | | | | | |
| Lawrence, Kans | | | | 1 | | | 1 | 1 | | 2 | | 2 | | | 2 |
| Lawrence, Mass | 2 | 1 | | 5 | | | 6 | | | 6 | | | 1 | | 1 |
| Leadville, Colo | | 1 | | 1 | | | 2 | | | 2 | | | 1 | | 1 |
| Leavenworth, Kans | 1 | 1 | | 2 | | | 3 | | 1 | 4 | | 2 | | | 2 |
| Lebanon, Pa | | | | | | | | | | | | | | | |
| Leominster, Mass | | | | 1 | | | 1 | | 2 | 3 | | | | | |
| Lewiston, Me | 1 | 1 | | 1 | | | 2 | | | 2 | | | 1 | | 1 |
| Lexington, Ky | 1 | | | 4 | | | 4 | | | 4 | | 3 | | 1 | 4 |
| Lima, Ohio | 1 | 3 | 1 | 7 | | 1 | 12 | | | 12 | | 1 | 6 | | 7 |
| Lincoln, Ill | | | | | | | | 2 | | 2 | | | 2 | | 2 |

8a.—*Showing appointments to and separations from the post-offices classified by Presidential order of January 5, 1893, etc.*—Continued.

| f post-office. | Selected for appointment but did not report for duty. | Appointments. | | | | | | | | | Separation. | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | Nonexcepted places. | | | | | | Excepted places. | Unclassified places. | Total appointments. | Preference claimants under section 1754, Revised Statutes, appointed. | Removals. | Resignations. | Deaths. | Total. |
| | | Original. | | | Reinstated. | | Total. | | | | | | | | |
| | | Clerks. | | Carriers. | Soldier. | Civilian. | | | | | | | | | |
| | | Male. | Female. | | | | | | | | | | | | |
| ebr | 2 | 6 | | 2 | | | 8 | 5 | 3 | 16 | | 4 | 10 | | 14 |
| s, N. Y | | | | 2 | | | 2 | | | 2 | | | 1 | | 1 |
| k, Ark | 3 | 1 | | 2 | | | 3 | | | 3 | | | | | |
| en, Pa | | | | 2 | | | 2 | | | 2 | | | 1 | | 1 |
| N. Y | | 2 | | 2 | | | 4 | | | 4 | | | 2 | | 2 |
| t, Ind | | 4 | 1 | 7 | | | 12 | | 1 | 13 | | 8 | 7 | | 15 |
| d City, N. Y | | 2 | 1 | 2 | | | 5 | 2 | | 7 | | 1 | 2 | | 3 |
| Mo | | | | 1 | | | 1 | 3 | 1 | 5 | | | 2 | | 2 |
| g, Va | | 1 | | | | | 1 | | | 1 | | | 1 | | 1 |
| ox | | | | 5 | | | 5 | 2 | | 7 | | | 3 | | 3 |
| rt, Pa | | | 2 | | | | 2 | | | 2 | | | 2 | | 2 |
| | | 1 | | 1 | | | 2 | 3 | 1 | 6 | | 1 | 4 | | 5 |
| nd | | | | 2 | | | 2 | | | 2 | | | 2 | | 2 |
| Wis | 2 | 3 | | 2 | | | 5 | | | 5 | | | 3 | | 3 |
| City, Pa | | | | 2 | | | 2 | | | 2 | | 2 | 1 | | 3 |
| ass | | | | 5 | | | 5 | | 3 | 8 | | | 2 | 1 | 3 |
| er, N. H | | 3 | | 5 | | | 8 | | | 8 | | | 3 | | 3 |
| Mich | | 1 | | 1 | | | 2 | 1 | | 3 | | 1 | 1 | | 2 |
| Minn | | 4 | | 1 | | | 5 | 1 | 1 | 7 | | | 6 | | 6 |
| c, Wis | | | | | | | | | | | | | | | |
| Ohio | | | | | | | | | | | | | | | |
| Ohio | | | | | | | | | | | | | | | |
| , Wis | | | | 1 | | | 1 | 2 | | 3 | | 1 | 1 | | 2 |
| nd | 1 | | 1 | 3 | | 1 | 5 | 1 | | 6 | | 2 | 1 | | 3 |
| hio | | | | 2 | | | 2 | 1 | | 3 | | 1 | 1 | 1 | 3 |
| Mass | | | 1 | | | | 1 | | | 1 | | | | | |
| s, Mich | | | 1 | 1 | | | 2 | | | 2 | | 1 | 2 | | 3 |
| own, Iowa | | | 2 | | | | 2 | | | 2 | | 1 | | | 1 |
| y, Iowa | | | | | | | | | | | | | | | |
| Ohio | | | | | | | | | | | | | | | |
| ll | | | | | | | | | | | | | | 1 | 1 |
| , Ky | | | | | | | | 2 | | 2 | | | 3 | | 3 |
| , Pa | | | 1 | 1 | | | 2 | 1 | | 3 | | 1 | 1 | | 2 |
| Mass | | 1 | | 1 | | | 2 | | | 2 | | | | | |
| | | | | 1 | | | 1 | | | 1 | | | | | |
| Mass | | | | 2 | | | 2 | | | 2 | | | | | |
| se, Mich | | | | 1 | | | 1 | | | 1 | | | | | |
| Conn | | 2 | | 2 | | | 4 | | | 4 | | | 2 | 1 | 3 |
| Miss | | | | 1 | | | 1 | | | 1 | | 1 | | | 1 |
| City, Ind | | | | | | | | | | | | | | | |
| o, Mass | | | | | | | | | | | | | | | |
| rn, Conn | | 1 | | | | | 1 | | | 1 | | | | | |
| rn, N. Y | | 3 | | 3 | | | 6 | | 1 | 7 | | | 3 | | 3 |
| rn, Ohio | | | | 1 | | | 1 | | | 1 | | | | | |
| lass | | 1 | | | | | 1 | 2 | | 3 | | | 4 | | 4 |
| N. J | | | | | | | | | | | | | 2 | | 2 |
| S. Dak | | | | 1 | | | 1 | | | 1 | | | | | |
| Mo | | | | 1 | | | 1 | | | 1 | | | 1 | | 1 |
| ta | | 1 | 1 | | | | 2 | 1 | | 3 | | 1 | 2 | 1 | 4 |
| | | | | | | | | | | | | | | | |
| h, Ill | | | | | | | | | | | | | 1 | | 1 |
| , N. J | | 1 | | 2 | | | 3 | 1 | | 4 | | 1 | 1 | 1 | 3 |
| ery, Ala | 2 | | | 6 | | | 6 | 3 | 1 | 10 | | 11 | | | 11 |
| r, Vt | | | | | | | | | | | | | | | |
| rn, N. J | | | | | | | | | | | | | | | |
| easant, Iowa | | | | | | | | 1 | | 1 | | | 1 | | 1 |
| rnon, N. Y | 1 | | | 1 | | | 1 | | 1 | 2 | | | 2 | | 2 |
| rnon, Ohio | | | | | | | | 2 | | 2 | | | 1 | | 1 |
| nd | | 1 | | | | | 1 | | 1 | 2 | | | 2 | | 2 |
| , Iowa | | | | 2 | | | 2 | | | 2 | | | | | |
| , Mich | | 1 | | | | | 1 | 1 | | 2 | | | 3 | | 3 |
| , Pa | | | | 1 | | | 1 | | 1 | 2 | | | 3 | | 3 |
| . H | | | | 2 | | | 2 | | | 2 | | | 1 | | 1 |
| Miss | | | | 3 | | | 3 | 1 | | 4 | | 2 | 1 | | 3 |
| ass | | | | | | | | | | | | | | | |
| City, Nebr | | 1 | | 1 | | 1 | 3 | | | 3 | | | 1 | | 1 |
| lo | | | | 2 | | | 2 | | | 2 | | 1 | 1 | | 2 |
| ny, Ind | | 2 | | 5 | 1 | | 8 | 2 | | 10 | | 9 | 1 | | 10 |

TABLE 18*a*.—*Showing appointments to and separations from the post-offices classified by Presidential order of January 5, 1893, etc.*—Continued.

| Location of post-office. | Appointments. | | | | | | | | | | | Separations. | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Selected for appointment, but did not report for duty. | Nonexcepted places. | | | | | | Excepted places. | Unclassified places. | Total appointments. | Preference claimants under section 1754, Revised Statutes, appointed. | Removals. | Resignations. | Deaths. | Total. |
| | | Original. | | | Reinstated. | | Total. | | | | | | | | |
| | | Clerks. | | Carriers. | Soldier. | Civilian. | | | | | | | | | |
| | | Male. | Female. | | | | | | | | | | | | |
| Newark, N. Y | | | | | | | | | | | | | | | |
| Newark, Ohio | | 1 | 2 | 8 | | | 11 | 1 | | 12 | | 6 | 6 | | 12 |
| New Bedford, Mass | | 2 | | 2 | | | 4 | | 4 | 8 | | 1 | 8 | | 9 |
| New Britain, Conn | | 1 | | | | | 1 | 1 | | 2 | | 2 | | | 2 |
| New Brunswick, N. J | | | | | | | | | | | | | | | |
| Newburg, N. Y | | | 1 | | | | 1 | | | 1 | | | | | |
| Newburyport, Mass | | | | 2 | | | 2 | | | 2 | | | | | |
| New Castle, Pa | 1 | 1 | | | | | 1 | | 4 | 5 | | 4 | 3 | | 7 |
| New London, Conn | | | | 1 | | | 1 | | 2 | 3 | | 1 | 2 | | 3 |
| Newport, Ky | | 1 | | 3 | | | 4 | 3 | | 7 | | 3 | 3 | | 6 |
| Newport, R. I | | 1 | 1 | | | | 2 | | | 2 | | 1 | 2 | | 3 |
| New Rochelle, N. Y | | | | 2 | | | 2 | | | 2 | | | 1 | | 1 |
| Newton, Kans | | | | | | | | | | | | 1 | | | 1 |
| Newton, Mass | | | | | | | | | | | | | | | |
| New Whatcom, Wash | | | | | | | | | | | | | | | |
| Niagara Falls, N. Y | | | | 1 | | 1 | 2 | 2 | | 4 | | 3 | | | 3 |
| Norfolk, Va | 2 | 3 | 2 | 1 | | | 6 | 1 | 1 | 8 | | 2 | 3 | | 5 |
| Norristown, Pa | | 1 | | | | | 1 | | | 1 | | | | | |
| North Adams, Mass | | | | 1 | | | 1 | | | 1 | | | | | |
| Northampton, Mass | | | | 1 | | | 1 | | | 1 | | | | | |
| Norwalk, Conn | | | | | | | | | | | | | | | |
| Norwalk, Ohio | | | 1 | 4 | | | 5 | | | 5 | | 3 | 1 | | 4 |
| Norwich, Conn | | 1 | | 1 | | | 2 | 1 | | 3 | 1 | | 1 | | 1 |
| Norwich, N. Y | | | | 1 | | | 1 | | | 1 | | | | | |
| New Brighton, N. Y | | 1 | | | | | 1 | | | 1 | | | 2 | | 2 |
| Oak Park, Ill | | | | | | | | 2 | | 2 | | | 2 | | 2 |
| Oberlin, Ohio | | | | 2 | | | 2 | | | 2 | 1 | | 1 | | 1 |
| Ogden, Utah | | | | 2 | | | 2 | | | 2 | | 1 | | | 1 |
| Ogdensburg, N. Y | | | | | | | | | | | | | | | |
| Oil City, Pa | | | | | | | | 3 | | 3 | | 2 | | | 2 |
| Oklahoma, Okla | | 1 | 1 | | | | 2 | 1 | | 3 | | | 3 | | 3 |
| Olean, N. Y | | 1 | | | | | 1 | 2 | | 3 | | 1 | 1 | | 2 |
| Olympia, Wash | | | | | | | | 1 | | 1 | | 1 | | | 1 |
| Oneida, N. Y | | | | 1 | | | 1 | | | 1 | | | | | |
| Oneonta, N. Y | | 1 | | 1 | | | 2 | | | 2 | | | 1 | | 1 |
| Orange, N. J | | | | 1 | | | 1 | | | 1 | | | | | |
| Oshkosh, Wis | | 2 | | 1 | | | 3 | 2 | | 5 | | | 4 | | 4 |
| Oskaloosa, Iowa | | | | | | | | 3 | | 3 | | 1 | 2 | | 3 |
| Oswego, N. Y | | 1 | | 1 | | | 2 | | | 2 | | | | | |
| Ottawa, Ill | 2 | | | 1 | | | 1 | 2 | 1 | 4 | | 3 | 3 | | 6 |
| Ottawa, Kans | | | | | | | | | | | | | | | |
| Ottumwa, Iowa | | 1 | | 1 | | 1 | 3 | 3 | | 6 | | 2 | 2 | | 4 |
| Owego, N. Y | | 2 | | 5 | | | 7 | 1 | | 8 | | 4 | 5 | | 9 |
| Owensboro, Ky | | 2 | | 1 | | | 3 | 1 | | 4 | | | 1 | | 1 |
| Owosso, Mich | | 1 | | 1 | | | 2 | | | 2 | | | 2 | | 2 |
| Paducah, Ky | | 2 | | 2 | | | 4 | 1 | 3 | 8 | | 5 | 4 | | 9 |
| Painesville, Ohio | | | | 1 | | | 1 | | | 1 | | | | | |
| Paris, Tex | | | | | | | | | | | | | | | |
| Parkersburg, W. Va | | | | 2 | | | 2 | 2 | 1 | 5 | | | 3 | | 3 |
| Parsons, Kans | | 1 | | | | | 1 | | | 1 | | | 1 | | 1 |
| Pasadena, Cal | | | 1 | 1 | | 1 | 3 | | | 3 | | | 2 | | 2 |
| Passaic, N. J | | | | | | | | | | | | | | | |
| Pawtucket, R. I | | 1 | | 4 | | | 5 | | | 5 | | | 1 | | 1 |
| Peabody, Mass | | | | | | | | | | | | | | | |
| Peekskill, N. Y | | | | 1 | | | 1 | | | 1 | | | | | |
| Pekin, Ill | | | | 3 | | | 3 | | | 3 | | | 1 | | 1 |
| Peoria, Ill | 2 | 4 | | 2 | | | 6 | 5 | | 11 | | 6 | 5 | | 11 |
| Pensacola, Fla | | 2 | | | | | 2 | | | 2 | | | 1 | | 1 |
| Perth Amboy, N. J | | | | | | | | | | | | | | | |
| Peru, Ind | | 1 | | 3 | | | 4 | 1 | | 5 | | 1 | 1 | 1 | 3 |
| Petersburg, Va | | | | | | | | 1 | | 1 | | | 1 | | 1 |
| Phœnix, Ariz | | | 1 | 2 | | | 3 | | | 3 | | | 4 | | 4 |
| Pine Bluff, Ark | | | 1 | | | | 1 | 1 | | 2 | | | 1 | | 1 |
| Piqua, Ohio | 1 | 1 | | 2 | | | 3 | 1 | 2 | 6 | | 1 | 3 | | 4 |
| Pittsfield, Mass | | 1 | | | | | 1 | | | 1 | | | | | |
| Pittston, Pa | | | | | | | | 1 | | 1 | | | 1 | | 1 |
| Plainfield, N. J | | 1 | | 3 | | | 4 | | | 4 | | | 2 | | 2 |
| *Plattsburg, N. Y* | | 1 | | | | | 1 | | | 1 | | | 1 | | 1 |

TABLE 18*a*.—*Showing appointments to and separations from the post-offices classified by Presidential order of January 5, 1893, etc.*—Continued.

| Location of post-office. | Appointments. | | | | | | | | | | Separations. | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Selected for appointment, but did not report for duty. | Nonexcepted places. | | | | | | Excepted places. | Unclassified places. | Total appointments. | Preference claimants under section 1754, Revised Statutes, appointed. | Removals. | Resignations. | Deaths. | Total. |
| | | Original. | | | Reinstated. | | | | | | | | | | |
| | | Clerks. | | | | | | | | | | | | | |
| | | Male. | Female. | Carriers. | Soldier. | Civilian. | Total. | | | | | | | | |
| Plymouth, Mass | | 1 | | 1 | | | 2 | | | 2 | | | 1 | | 1 |
| Pontiac, Mich | | | | | | | | | | | | | | | |
| Port Chester, N. Y | | | | | | | | | 1 | 1 | | | 1 | | 1 |
| Port Huron, Mich | 1 | 2 | 1 | 3 | | | 6 | | | 6 | | | 5 | | 5 |
| Port Jervis, N. Y | | | 1 | 3 | | | 4 | 1 | | 5 | | 2 | 2 | | 4 |
| Portsmouth, N. H | | 1 | | 2 | | | 3 | | | 3 | | | 1 | | 1 |
| Portsmouth, Ohio | | 1 | | 1 | | | 3 | 3 | 3 | 9 | | 4 | 9 | | 13 |
| Portsmouth, Va | | | | | | | | 1 | | 1 | | 1 | 1 | | 2 |
| Port Townsend, Wash | | 1 | | | | | 1 | 2 | | 3 | | 1 | 2 | | 3 |
| Pottstown, Pa | 2 | | | 1 | | | 1 | | | 1 | | | | | |
| Pottsville, Pa | | | 1 | 2 | | | 3 | | | 3 | | 1 | | | 1 |
| Poughkeepsie, N. Y | | 2 | | | | | 2 | | | 2 | | | | 1 | 1 |
| Princeton, N. J | | 1 | | | | | 1 | 1 | | 2 | | 3 | | | 3 |
| Pueblo, Colo | | 4 | | 2 | | 1 | 7 | 4 | | 11 | | | 12 | | 12 |
| Quincy, Ill | | 2 | | | | | 2 | 3 | 2 | 7 | | 3 | 7 | | 10 |
| Quincy, Mass | | | | 4 | | | 4 | | | 4 | | 1 | | | 1 |
| Racine, Wis | | 1 | | | | | 1 | 1 | 2 | 4 | | 2 | 1 | | 3 |
| Raleigh, N. C | | | | | | | | 1 | | 1 | | 1 | | | 1 |
| Reading, Pa | 1 | 3 | | 2 | | | 5 | | | 5 | | 1 | 2 | | 3 |
| Red Wing, Minn | | | | | | | | | | | | | | | |
| Richmond, Ind | | 1 | 3 | | | | 4 | | 1 | 5 | | 3 | 2 | | 5 |
| Riverside, Cal | | 1 | | | | | 1 | 2 | | 3 | | 1 | 2 | | 3 |
| Roanoke, Va | | 1 | | | | | 1 | 1 | | 2 | | 1 | 1 | | 3 |
| Rochester, Minn | | 1 | | | | | 1 | 1 | | 2 | | 2 | | | 2 |
| Rockford, Ill | | 1 | | 2 | | 1 | 4 | 3 | | 7 | | 2 | 2 | | 4 |
| Rock Island, Ill | | 2 | | 6 | | | 8 | 3 | 1 | 12 | | 2 | 12 | | 14 |
| Rockland, Me | | | | | | | | | | | | | | | |
| Rome, Ga | | | | 1 | | 1 | 2 | 2 | | 4 | | | 3 | | 3 |
| Rome, N. Y | | 1 | | 1 | | | 2 | | | 2 | | | | | |
| Rutland, Vt | | 4 | | 5 | | | 9 | 1 | | 10 | | 4 | 2 | | 6 |
| Sacramento, Cal | | 3 | | 2 | | | 5 | 1 | | 6 | | | 5 | 1 | 6 |
| Saginaw (E. S.), Mich | | 1 | | | | | 1 | | | 1 | | | | | |
| Saginaw (W. S.), Mich | | | | 1 | | | 1 | | | 1 | | | | | |
| St. Albans, Vt | | | | | | | | | | | | | | | |
| St. Cloud, Minn | | | | 1 | | | 1 | | | 1 | | | | | |
| St. Johnsbury, Vt | | 1 | 1 | 2 | | | 4 | | | 4 | | 1 | | | 1 |
| St. Joseph, Mo | | | | | | | | | 1 | 1 | | 1 | 1 | | 2 |
| Salem, Mass | | | 1 | 1 | | | 2 | 1 | | 3 | | 3 | 2 | | 5 |
| Salem, Ohio | | | | | | | | | | | | | 1 | | 1 |
| Salem, Oreg | | 1 | | 1 | | | 2 | | | 2 | | | 1 | | 1 |
| Salina, Kans | 1 | 1 | | 1 | | 1 | 3 | 1 | | 4 | | 3 | 3 | | 6 |
| Salt Lake City, Utah | | 1 | | 3 | | | 4 | | | 4 | | | 3 | | 3 |
| San Antonio, Tex | 2 | 2 | 1 | 2 | | 1 | 6 | | 3 | 9 | | 2 | 3 | | 5 |
| San Bernardino, Cal | | | 2 | | | | 2 | 1 | | 3 | | 1 | 2 | | 3 |
| San Diego, Cal | | | | 2 | | | 2 | | | 2 | | | | | |
| Sandusky, Ohio | | | | | | | | | | | | | | | |
| San Jose, Cal | | 1 | | 1 | | | 2 | | 1 | 3 | | | 1 | | 1 |
| Santa Barbara, Cal | | 2 | | 1 | | | 3 | | | 3 | | | 2 | | 2 |
| Santa Cruz, Cal | | | | | | | | | | | | | | | |
| Santa Rosa, Cal | 1 | 1 | | 2 | | | 3 | 2 | | 5 | | 2 | 1 | | 3 |
| Saratoga Springs, N. Y | | 1 | | 1 | | 2 | 4 | | | 4 | | 5 | | | 5 |
| Savannah, Ga | | | | | | | | 1 | 5 | 6 | | 5 | 1 | 1 | 7 |
| Schenectady, N. Y | | 1 | | 1 | | | 2 | | | 2 | | | 1 | | 1 |
| Seattle, Wash | | 1 | | 3 | | | 4 | | | 4 | | 1 | 1 | | 2 |
| Sedalia, Mo | | | | 1 | | | 1 | 2 | | 3 | | | 2 | | 2 |
| Selma, Ala | | 1 | | | | | 1 | | 1 | 2 | | 3 | | | 3 |
| Seneca Falls, N. Y | | | | 1 | | | 1 | | | 1 | | | | | |
| Shamokin, Pa | | | | | | | | | | | | | | | |
| Sharon, Pa | | | | | | | | | | | | | | | |
| Sheboygan, Wis | | 1 | | | | | 1 | | | 1 | | | 1 | | 1 |
| Shelbyville, Ind | | | | 1 | | | 1 | 1 | | 2 | | | 1 | | 1 |
| Shenandoah, Pa | | 1 | 1 | 2 | | | 4 | 1 | | 5 | | | 4 | 1 | 5 |
| Sherman, Tex | 2 | 1 | 1 | 2 | | 2 | 6 | | | 6 | | 2 | 1 | | 3 |
| Shreveport, La | | | 1 | 2 | | | 3 | | | 3 | | | 1 | | 1 |
| Sidney, Ohio | | | | | | | | | | | | | | | |
| Sing Sing, N. Y | | 2 | | 2 | | | 4 | 1 | | 5 | | 3 | 3 | | 6 |
| Sioux City, Iowa | 1 | 3 | 1 | | | | 4 | | | 4 | | | 2 | 1 | 3 |
| Sioux Falls, S. Dak | | | | 1 | | | 1 | | | 1 | | | | | |

TABLE 18a.—*Showing appointments to and separations from the post-offices classified by Presidential order of January 5, 1893, etc.*—Continued.

| Location of post-office. | Appointments. | | | | | | | | | | Separations. | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Selected for appointment, but did not report for duty. | Nonexcepted places. | | | | | | Excepted places. | Unclassified places. | Total appointments. | Preference claimants under section 1754, Revised Statutes, appointed. | Removals. | Resignations. | Deaths. | Total. |
| | | Original. | | | Reinstated. | | Total. | | | | | | | | |
| | | Clerks. | | Carriers. | Soldier. | Civilian. | | | | | | | | | |
| | | Male. | Female. | | | | | | | | | | | | |
| South Bend, Ind | | 2 | | 1 | 1 | | 4 | 5 | 1 | 10 | | 5 | 6 | | 11 |
| South Bethlehem, Pa | 2 | 1 | | | | | 1 | | | 1 | | | 1 | | 1 |
| South Framingham, Mass | 1 | 2 | | 1 | | | 3 | | | 3 | | | 2 | | 2 |
| South Norwalk, Conn | 1 | 1 | | 1 | | | 2 | | | 2 | | | | | |
| South Omaha, Nebr | | | | 1 | | | 1 | | | 1 | | | | | |
| Spokane, Wash | | | | 1 | | | 1 | 1 | | 2 | | | 1 | | 1 |
| Springfield, Ill | 1 | 3 | | 4 | | | 7 | 6 | | 13 | | 3 | 2 | | 5 |
| Springfield, Mo | | | | 2 | | | 2 | 1 | 1 | 4 | | 1 | 3 | | 4 |
| Springfield, Ohio | | | | 5 | | | 5 | 4 | 1 | 10 | | 2 | 7 | | 9 |
| Stamford, Conn | | 1 | 1 | 4 | | | 6 | 1 | | 7 | | | 2 | | 2 |
| Staunton, Va | | | | 1 | | | 1 | | 1 | 2 | | 1 | | | 1 |
| Sterling, Ill | | | | | | | | 1 | | 1 | | | 1 | | 1 |
| Steubenville, Ohio | | 1 | | | | | 1 | | | 1 | | | | | |
| Stevens Point, Wis | | | | 1 | | | 1 | 1 | | 2 | | 2 | | | 2 |
| Stillwater, Minn | | | | | | | | | | | | | | | |
| Stockton, Cal | | | | 3 | | | 3 | | | 3 | | | 3 | | 3 |
| Streator, Ill | | | | 1 | | | 1 | 2 | | 3 | | | | | |
| Tacoma, Wash | 2 | 5 | | 6 | | | 11 | 6 | 1 | 18 | | 8 | 6 | | 14 |
| Taunton, Mass | 1 | | | | | | | 1 | | 1 | | | 1 | | 1 |
| Terre Haute, Ind | | 2 | | 9 | | | 11 | 2 | 1 | 14 | | 8 | 2 | | 10 |
| Tiffin, Ohio | | | | | | | | | | | | | | | |
| Titusville, Pa | | | | | | | | | | | | | | | |
| Topeka, Kans | | 2 | 1 | 2 | | 3 | 8 | 3 | | 11 | | 1 | 4 | | 5 |
| Towanda, Pa | | 1 | | 1 | | 1 | 3 | | | 3 | | 1 | 3 | | 4 |
| Trenton, N. J | | 1 | | | | | 1 | 1 | | 2 | | | 2 | | 2 |
| Trinidad, Colo | | | | 1 | | | 1 | 1 | | 2 | | | | | |
| Troy, Ohio | | | | | | | | | | | | | | | |
| Tyler, Tex | | | | 1 | | | 1 | | | 1 | | | | | |
| Uniontown, Pa | | | | 1 | | | 1 | | | 1 | | | | | |
| Urbana, Ohio | | | 1 | | | | 1 | | 1 | 2 | | 1 | 2 | | 3 |
| Utica, N. Y | 2 | 3 | | 1 | | | 4 | | | 4 | | 2 | 2 | | 4 |
| Valparaiso, Ind | | | | | | | | | | | | | | | |
| Vicksburg, Miss | | | | 2 | | | 2 | | | 2 | | 1 | 1 | | 2 |
| Vincennes, Ind | 2 | 1 | | 5 | | | 6 | | 1 | 7 | | 4 | 2 | | 6 |
| Vineland, N. J | | | | 1 | | | 1 | | | 1 | | | | | |
| Waco, Tex | 3 | 3 | 1 | 2 | | | 6 | | | 6 | | | 4 | | 4 |
| Wakefield, Mass | | 1 | | | | | 1 | 1 | | 2 | | | 1 | | 1 |
| Walla Walla, Wash | | 2 | | 3 | | | 5 | 1 | | 6 | | 1 | 4 | | 5 |
| Waltham, Mass | 1 | 1 | | 1 | | | 2 | 3 | 1 | 6 | | | 1 | | 1 |
| Warren, Pa | | 1 | | 1 | | | 2 | | | 2 | | | | | |
| Warren, Ohio | | | | | | | | | | | | | | | |
| Washington, Pa | | | | 3 | | | 3 | 2 | | 5 | | 2 | 1 | | 3 |
| Washington, Ohio | | | | | | | | | | | | | | | |
| Waterbury, Conn | | | | 2 | | | 2 | | | 2 | | | 1 | | 1 |
| Waterloo, Iowa | | | 1 | 2 | | | 3 | | | 3 | | 1 | 1 | | 2 |
| Watertown, N. Y | | | | 2 | | | 2 | | 3 | 5 | | 1 | 3 | | 4 |
| Watertown, Wis | | | | 1 | | 1 | 2 | | | 2 | | | 2 | | 2 |
| Waterville, Me | | | | 3 | | | 3 | 1 | | 4 | | 1 | 1 | | 2 |
| Waukegan, Ill | | | | | | | | 1 | 1 | 2 | | | 2 | | 2 |
| Waukesha, Wis | | | | | | | | | | | | | | | |
| Wausau, Wis | 1 | 1 | 1 | 1 | | | 3 | 1 | | 4 | | | 3 | | 3 |
| Waverly, N. Y | | | | | | | | | | | | | | | |
| Wellington, Kans | | | | 1 | | | 1 | | | 1 | | 1 | | | 1 |
| West Bay City, Mich | | | | | | | | | | | | | | | |
| West Chester, Pa | | | | | | | | 1 | | 1 | | 1 | | 1 | 2 |
| Westerly, R. I | | | | | | | | | | | | | | | |
| Westfield, Miss | | | | | | | | 1 | | 1 | | | | | |
| West New Brighton, N. Y | | | | | | | | | | | | | | | |
| West Superior, Wis | | | 1 | | | | 1 | | | 1 | | | | | |
| West Troy, N. Y | | 1 | | | | | 1 | 1 | | 2 | | 1 | | | 1 |
| Wheeling, W. Va | | 2 | | 1 | | | 3 | 3 | 1 | 7 | | 6 | 1 | 1 | 8 |
| Wichita, Kans | 2 | 1 | | 1 | | | 2 | | | 2 | | | 1 | | 1 |
| Wilkesbarre, Pa | | | | 2 | | | 2 | | 1 | 3 | | | | 2 | 2 |
| Williamsport, Pa | | 2 | | 3 | | | 5 | | | 5 | | | 3 | | 3 |
| Willimantic, Conn | | | | | | | | | | | | | | | |
| Wilmington, Del | | | | 3 | | | 3 | | | 3 | | 1 | | | 1 |
| Wilmington, N. C | 2 | 1 | | 4 | | | 5 | 3 | 2 | 10 | | 4 | 6 | | 10 |
| Winchester, Mass | 1 | | | 1 | | | 1 | | | 1 | | | | | |

TABLE 21.—*Showing for all branches of the classified service, the number examined, the number that failed, and the per cent of failures; the number that passed, the number appointed, and the per cent of those that passed who were appointed during the several periods covered by the reports of the Commission.*

| Branch of service and period covered. | Examined. | Failed. | Per cent of failures. | Passed. | Appointed. | Per cent appointed of those that passed. |
|---|---|---|---|---|---|---|
| **DEPARTMENTAL SERVICE.** | | | | | | |
| July 16, 1883, to January 15, 1884 | 784 | 325 | 41.5 | 459 | 48 | 10.5 |
| January 16, 1884, to January 15, 1885 | 2,276 | 938 | 41.2 | 1,338 | 432 | 32.3 |
| January 16, 1885, to January 15, 1886 | 1,754 | 716 | 40.8 | 1,038 | 239 | 23 |
| January 16, 1886, to January 15, 1887 | 2,304 | 721 | 31.3 | 1,583 | 392 | 24.7 |
| January 16, 1887, to June 30, 1887 | 2,023 | 629 | 31.1 | 1,394 | 155 | 11.1 |
| July 1, 1887, to June 30, 1888 | 2,699 | 963 | 35.7 | 1,736 | 352 | 20.2 |
| July 1, 1888, to June 30, 1889 | 3,697 | 1,515 | 41 | 2,182 | 387 | 17.7 |
| July 1, 1889, to June 30, 1890 | 3,751 | 1,634 | 43.5 | 2,117 | 557 | 26.3 |
| July 1, 1890, to June 30, 1891 | 5,251 | 1,885 | 35.9 | 3,366 | 1,152 | 34.2 |
| July 1, 1891, to June 30, 1892 | 3,919 | 1,315 | 33.5 | 2,604 | 478 | 18.3 |
| July 1, 1892, to June 30, 1893 | 2,446 | 782 | 31.6 | 1,664 | *a* 365 | 21.8 |
| July 1, 1893, to June 30, 1894 | 3,532 | 1,166 | 33 | 2,366 | 386 | 16.2 |
| Total | 34,436 | 12,589 | 36.5 | 21,847 | 4,940 | 22.6 |
| **RAILWAY MAIL SERVICE.** | | | | | | |
| May 1, 1889, to June 30, 1889 | 2,236 | 434 | 19.4 | 1,802 | 125 | 6.9 |
| July 1, 1889, to June 30, 1890 | 4,463 | 1,334 | 29.8 | 3,129 | 1,400 | 44.7 |
| July 1, 1890, to June 30, 1891 | 3,706 | 1,118 | 30.2 | 2,588 | 1,062 | 41 |
| July 1, 1891, to June 30, 1892 | 4,597 | 1,648 | 35.8 | 2,949 | 1,199 | 40.6 |
| July 1, 1892, to June 30, 1893 | 3,555 | 1,239 | 34.8 | 2,316 | 993 | 42.9 |
| July 1, 1893, to June 30, 1894 | 4,267 | 1,147 | 26.7 | 3,120 | 718 | 23 |
| Total | 22,824 | 6,920 | 30.3 | 15,904 | 5,497 | 34.6 |
| **INDIAN SERVICE.** | | | | | | |
| October 13, 1891, to June 30, 1892 | 158 | 64 | 40.5 | 94 | 10 | 10.6 |
| July 1, 1892, to June 30, 1893 | 471 | 187 | 39.7 | 284 | 141 | 49.7 |
| July 1, 1893, to June 30, 1894 | 431 | 141 | 32.7 | 290 | 166 | 57.3 |
| Total | 1,060 | 392 | 37.1 | 668 | 317 | 47.4 |
| **CUSTOMS SERVICE.** | | | | | | |
| July 16, 1883, to January 15, 1884 | 817 | 351 | 43 | 466 | 69 | 14.8 |
| January 16, 1884, to January 15, 1885 | 838 | 297 | 35.4 | 541 | 119 | 22 |
| January 16, 1885, to January 15, 1886 | 1,735 | 692 | 36.9 | 1,043 | 169 | 16.2 |
| January 16, 1886, to January 15, 1887; January 16, 1887, to June 30, 1887 | 4,058 | 1,511 | 37.2 | 2,547 | 641 | 25.2 |
| July 1, 1887, to June 30, 1888 | 2,479 | 979 | 39.5 | 1,500 | 340 | 22.7 |
| July 1, 1888, to June 30, 1889 | 2,425 | 1,046 | 43.2 | 1,379 | 331 | 24 |
| July 1, 1889, to June 30, 1890 | 3,587 | 1,790 | 49.9 | 1,797 | 375 | 20.8 |
| July 1, 1890, to June 30, 1891 | 1,579 | 587 | 37.2 | 992 | 320 | 32.3 |
| July 1, 1891, to June 30, 1892 | 1,624 | 662 | 40.7 | 962 | 161 | 16.7 |
| July 1, 1892, to June 30, 1893 | 2,491 | 1,221 | 49 | 1,270 | 287 | 22.6 |
| July 1, 1893, to June 30, 1894 | 3,372 | 1,360 | 40.3 | 2,012 | 280 | 13.9 |
| Total | 25,005 | 10,496 | 41.9 | 14,509 | 3,092 | 21.3 |
| **POSTAL SERVICE.** | | | | | | |
| July 16, 1883, to January 15, 1884 | 1,941 | 822 | 42.3 | 1,119 | 372 | 33.2 |
| January 16, 1884, to January 15, 1885 | 3,233 | 971 | 30 | 2,262 | 1,249 | 55.2 |
| January 16, 1885, to January 15, 1886 | 4,113 | 1,160 | 28.2 | 2,953 | 1,473 | 49.9 |
| January 16, 1886, to January 15, 1887; January 16, 1887, to June 30, 1887 | 7,467 | 2,245 | 30.1 | 5,222 | 3,254 | 62.3 |
| July 1, 1887, to June 30, 1888 | 6,103 | 2,471 | 40.5 | 3,632 | 1,924 | 53 |
| July 1, 1888, to June 30, 1889 | 10,702 | 4,087 | 38.2 | 6,615 | 2,938 | 44.4 |
| July 1, 1889, to June 30, 1890 | 11,193 | 4,289 | 38.3 | 6,904 | 2,850 | 41.2 |
| July 1, 1890, to June 30, 1891 | 8,538 | 2,698 | 31.6 | 5,840 | 2,861 | 48.9 |
| July 1, 1891, to June 30, 1892 | 9,162 | 3,611 | 39.4 | 5,551 | 2,113 | 38.2 |
| July 1, 1892, to June 30, 1893 | 15,875 | 7,401 | 46.7 | 8,474 | 2,505 | 29.6 |
| July 1, 1893, to June 30, 1894 | 25,777 | 11,434 | 44.3 | 14,343 | 2,823 | 19.7 |
| Total | 104,104 | 41,189 | 39.5 | 62,915 | 24,362 | 38.7 |

*a* The report for the fiscal year ended June 30, 1893, gave the number of persons appointed in the departmental service during the period covered by that report as 284. That number did not include 79 persons appointed as printers' assistants and skilled helpers, which would have made the total number 363 instead of 284.

TABLE 21.—*Showing for all branches of the classified service, the number examined, the number that failed, and the per cent of failures, etc.*—Continued.

| Branch of service and period covered. | Examined. | Failed. | Per cent of failures. | Passed. | Appointed. | Per cent appointed of those that passed. |
|---|---|---|---|---|---|---|
| SUMMARY. | | | | | | |
| July 16, 1883, to January 15, 1884 | 3,542 | 1,498 | 42.3 | 2,044 | 489 | 23.9 |
| January 16, 1884, to January 15, 1885 | 6,347 | 2,206 | 34.8 | 4,141 | 1,800 | 43.5 |
| January 16, 1885, to January 15, 1886 | 7,602 | 2,568 | 33.8 | 5,034 | 1,881 | 37.4 |
| January 16, 1886, to January 15, 1887 | 15,852 | 5,106 | 32.2 | 10,746 | 4,442 | 41.3 |
| January 16, 1887, to June 30, 1887 | | | | | | |
| July 1, 1887, to June 30, 1888 | 11,281 | 4,413 | 39.1 | 6,868 | 2,616 | 38 |
| July 1, 1888, to June 30, 1889 | 19,060 | 7,082 | 37.2 | 11,978 | 3,781 | 31.6 |
| July 1, 1889, to June 30, 1890 | 22,994 | 9,047 | 39.3 | 13,947 | 5,182 | 37.2 |
| July 1, 1890, to June 30, 1891 | 19,074 | 6,288 | 33 | 12,786 | 5,395 | 42 |
| July 1, 1891, to June 30, 1892 | 19,460 | 7,300 | 37.5 | 12,160 | 3,961 | 32.5 |
| July 1, 1892, to June 30, 1893 | 24,838 | 10,830 | 43.5 | 14,008 | 4,289 | 30.6 |
| July 1, 1893, to June 30, 1894 | 37,379 | 15,248 | 40.8 | 22,131 | 4,372 | 19.8 |
| Total | a 187,429 | a 71,586 | 38.2 | a 115,843 | b 38,208 | 33 |

a The total number shown as examined does not include about 3,900 who took supplementary examinations, of which number about 1,300 passed, and 2,600 failed.

b This total includes about 725 who were either reinstated or appointed upon noncompetitive examinations.

## ART III.—INVESTIGATIONS OF ALLEGED VIOLATIONS OF THE CIVIL-SERVICE LAW FROM MARCH 4, 1889, TO MARCH 1, 1895.

### EPLY OF COMMISSION TO SENATE RESOLUTION OF JANUARY 23, 1894, CALLING FOR STATEMENT OF INVESTIGATIONS SINCE MARCH 4, 1889, OF ALLEGED VIOLATIONS OF THE CIVIL-SERVICE LAW.[1]

FEBRUARY 28, 1894.

'he PRESIDENT OF THE UNITED STATES SENATE:

SIR: In accordance with the resolution of the Senate dated January 23, 1894, the 'ommission has the honor to make the following statement of investigations since 1arch 4, 1889, of various alleged violations of the civil-service law and rules by the ıead of any one of the Executive Departments or bureaus or by any officer of the Jnited States whose appointment is subject to the confirmation of the Senate.

The cases embraced include most of those of importance undertaken by the Commission. A number of cases of investigations were begun, but abandoned because of the evident worthlessness of the evidence preferred or because of a failure of all evidence. A number of cases of violation of the civil-service laws have been investigated during this period which do not come within the scope of the resolution; these cases being, for the most part, in reference to efforts to collect political assessments by persons not in the Government service.

There are certain cases which the Commission is in doubt whether it should or should not submit. Many of the cases of political assessment are of this kind. In most of these cases only persons not in the Government service were implicated, but in some of them Government employees were concerned. In cases of this latter kind the Commission feels that whether the courts act or not, the head of the Department should himself remove the offending subordinate.

#### POLITICAL ASSESSMENTS IN KENTUCKY.

During the period referred to there has been only one case of political assessment coming clearly within the scope of the resolution. This occurred among the employees of the internal-revenue service in the second and fifth districts of Kentucky. The charge was against Collector Scott, of the fifth; Collector Feland, of the ıecond district, and certain of their subordinates. It was charged that these indi-'iduals had systematically blackmailed Government employees for political purposes 'n a most extensive scale, and had also used their offices in contesting the control of he primaries and nominating conventions of their district, notably with reference to he contest for delegates to the approaching Presidential convention.

On December 15, 1891, the Commission called the attention of the President to these harges, recapitulating them and recommending action by the Department of Jusice. The cases were turned over to Mr. George W. Jolly, United States district ttorney for Kentucky, who prosecuted them with such zeal, fidelity, and success as o entitle him to the respect of all believers in decent government. As to certain of he individuals implicated the charges proved to be true in every particular, and, hanks to Mr. Jolly's energy and professional ability, convictions were secured of five of the offenders, although it is understood that a new trial has been granted in two of the cases.

[1] Senate Miscellaneous Document No. 101, Fifty-third Congress, second session.

## ALLEGED POLITICAL ASSESSMENTS IN THE TREASURY DEPARTMENT.

Two cases are here presented where subordinates in the Departments were implicated in an effort to collect political assessments, where the attention of the head of the Department was called to the facts, but where no action was taken, so far as the Commission is informed. The first case is that of Mr. Daniel A. Grosvenor, in the Treasury Department. It arose in connection with an investigation made by Commissioners Roosevelt and Thompson, in the fall of 1890, concerning charges of violation of the civil-service law, in making political assessments, especially in the Treasury Department. The two following reports state the facts disclosed in this investigation:

NOVEMBER 1, 1890.

The PRESIDENT OF THE CIVIL SERVICE COMMISSION:

SIR: In pursuance of the direction of the Commission, and in accordance with the letter of the Secretary of the Treasury of October 30, I this morning went up to the Treasury Department and began an investigation into the alleged violations of the civil-service law forbidding political assessments. The only case I took up was that of Mr. Grosvenor, an employee of the Treasury Department. Mr. Grosvenor appeared before Assistant Secretary Nettleton and myself and stated that there was a political and social club entitled the Ohio Republican Association, composed of between two and three hundred members, all but twenty or thirty of whom were in the departmental service; that the initiation fees were $1, and the annual dues $1; that the club had been in active existence for a number of years, with the exception that its activity had been suspended during the greater portion of President Cleveland's Administration, but that in 1883, when the civil-service law went into effect, the club's constitution was carefully revised so as to be, in the opinion of what the club deemed competent legal authority, in accordance with the provisions of the law.

Mr. Grosvenor stated that this association had done what it could to procure the sending of members and other employees home to vote, and qualified the statement by adding that the club never did this as an association, but as individuals merely, doing the work in their private capacity. He stated that he was correctly reported in the public press as having said, at a meeting of the club, that all employees ought to contribute voluntarily, and that those who did not contribute did not deserve to be retained in the public service; and he added that he thought that this statement, coming from him as a public officer, was an unwise one to make, or words to that effect. In my opinion it was more than unwise, for such a threat, made to other officeholders, was a most effectual method of directly soliciting them to contribute.

Mr. Grosvenor further said he remembered being present at the meeting of the association at which Mr. Hahn, the chairman of the Republican executive committee of Ohio, was present, and urged members to raise contributions. He added, in response to a remark of mine, that he thought the circular sent out by this Ohio executive committee was very unwise or unfortunate in its wording. I then took a copy of the Daily Critic, of Tuesday, October 21, 1890, containing an account of the meeting of the Ohio Republican Association on the evening of October 20 at Grand Army Hall, and questioned him about the statements made therein.

The Commission will remember that these statements are contained in the report of one of the Critic reporters, Mr. John A. Cole, who has appeared before this Commission and stated that he is willing to make affidavit to their substantial accuracy. It will not be necessary to call him, however, for Mr. Grosvenor readily admitted that the remarks attributed to him were substantially correctly reported. He stated that he had been present at the aforesaid meeting, Acting Superintendent of the Census Childs being in the chair, and that he had there made public inquiry as to the amount of money that had been raised, and expressed his dissatisfaction because there was not, in his opinion, enough, and that he then made a motion that Mr. Mayse and Judge Lowry be authorized by the club to procure some person to visit the clerks outside of the Departments at their own homes and solicit them for contributions for campaign purposes. He stated that his motion was adopted by the club, but that he did not know that it had ever been acted upon; and further stated that at the meeting he had said that he would himself furnish or get some person for Judge Lowry and Mr. Mayse to appoint to solicit or procure the contributions. A clipping from the Critic is herewith appended as an exhibit.

Mr. Grosvenor stated to me that he was a lawyer, 52 years old, and he was confident he had not violated the civil-service law; and furthermore that he was confident that some sections of that law were unconstitutional. The motion he made in the association as above reported was, of course, avowedly for the purpose of evading the law in so far as it provides against any Government employee soliciting or being directly or indirectly concerned in soliciting contributions for political purposes from any other Government employee. His motion or resolution was adopted by the club. If it had been acted upon, and if an individual or committee appointed in pursuance of it had solicited contributions, it seems to me that the entire club, and especially the mover of the motion, would have been clearly guilty, inasmuch as they would certainly have been directly or indirectly concerned in the solicitations. Mr. Grosvenor, it must be remembered, made the motion and spoke in its behalf. He would, beyond question, therefore, have been at least indirectly and probably directly concerned in

every solicitation made in accordance with that motion by the committee authorized by the club. We have no means of knowing whether the committee was actually appointed and the solicitations made.

Mr. Grosvenor says that this was not the case. Accepting this statement as true, it might or might not be possible to establish Mr. Grosvenor's guilt in a court of law. It will be noticed, however, that the question of his legal guilt hinges entirely on the actions of others. He advised and inaugurated a plan which, if consummated by others, would have rendered him guilty before the law, and it was only the failure of others to consummate it which saves him, if he has been saved, from the guilt of lawbreaking. As far as his own actions could go the infraction of the law was complete; and whether the act was or was not consummated by others does not in the least alter the question of his misconduct. He did all he could to bring about a breach of the law and to render himself liable as a lawbreaker. He advised the commission of an illegal act and took the initiatory steps toward its commission, and is therefore morally quite as guilty as if the act had actually been committed.

There has been beyond question much individual and some organized effort to evade the act against political assessments, the parties implicated taking great pains to endeavor to keep just outside of the letter of the law. In my opinion those who thus deliberately set to work to evade the law and to break it in spirit are morally no whit better than those who break it outright. When they are private citizens we can not reach them except through the courts; but when they are in the Government service it is in the power of the Government to punish them by dismissal. Mr. Grosvenor, however, is not merely guilty of an attempt to evade the law; he is guilty of a deliberate attempt to break it, an attempt which may have been successful, and which, if it were not successful, failed only because others did not consummate the action which Mr. Grosvenor inaugurated. I accordingly recommend that his case be brought to the attention of the Secretary of the Treasury, that it may be determined whether in view of these facts he is a fit person to be retained in the public service.

THEODORE ROOSEVELT,
*Commissioner.*

## ALLEGED POLITICAL ASSESSMENTS IN WASHINGTON, D. C., AND COLUMBUS, OHIO.

NOVEMBER 29, 1890.

Hon. CHARLES LYMAN,
*President Civil Service Commission:*

SIR: In accordance with the direction of the Commission, we have recently been engaged in investigating the charges concerning the alleged violations of the civil-service law in the matter of making political assessments. We have examined some thirty clerks in different Departments at Washington but notably in the Treasury Department. There were only two Government employees now in the service against whom we could get any specific accusation. One of these is Mr. Grosvenor, concerning whom Commissioner Roosevelt has made a special report; the other was an employee of Congress, named Stratton. Mr. Stratton is quoted in the press as having, in an interview, stated that all Pennsylvania employees in the Government service who refused to contribute to the Republican campaign fund would be blacklisted and called to account therefor, the inference being, of course, that they would be dismissed.

If Mr. Stratton had used this language to any employee, he could undoubtedly be indicted; but it appears that he has very prudently abstained from doing so, having confined himself to interviews in the press. His threats were mere bravado, for, as far as we have been able to find out, he has no influence whatever in any of the Departments, and his course was emphatically repudiated by members of the Republican association from Pennsylvania. One of the officers of that association testified to us that as soon as the threat was made public the association had at once destroyed the records of its members who went home to vote, in order that there might be no chance of blacklisting or molesting those who did not go home to vote, and, as a matter of fact, we have been unable, by any inquiry, to find out that there has been the least effort made to put the threat into execution, although many of the Pennsylvania Government employees had neither contributed nor gone home to vote. We have not been able to find a single instance where a Government employee was solicited directly, or indirectly, in a Government building by anyone, or was solicited anywhere by another Government employee, with a single exception, to be noted hereafter.

We have not been able to find an instance where a Government employee in the departmental service was molested in any way for not contributing, although the bulk of the employees examined testified of their own accord that they did not contribute. We find, however, that there has been of recent years a systematic effort to secure contributions by various campaign committees of both parties. Both in 1888 and in 1890 the campaign committees of the dominant party for the time being sent solicitations for subscriptions for campaign purposes to very many of the employees in the Departments at Washington, but sent them to their homes and not to the Government buildings. A comical feature of this action was the fact that in 1888 almost all, and in 1890 one, of the Civil Service Commission's own clerks were thus solicited for contributions, the letters being sent, of course, to their homes and not to the office of the Commission. We could find only one instance in which there was any allegation that pressure was brought to bear by a Government officer to make his subordinates contribute. In the instance referred to testimony was given us to the effect that in 1888 a chief of division now out of office, had practically forced two clerks to contribute to the campaign fund of the then

dominant party. The clerks declined to give the name of this chief of division. Their statements make it doubtful whether he could be proceeded against under the law, even if his name were known.

We are clearly of the opinion that the law forbidding political assessments should be amended so as to forbid the solicitation of Government employees by anyone at any time and in any place. Our investigations clearly show that during the last few years there has been much solicitation by campaign committees of whichever party happened to be in power at the time, and of course it is really a matter of little moment whether this solicitation of the Government employees took place at their homes or in a Government building. As far as our examinations show, and we have examined both Democrats and Republicans, who have been in office under President Cleveland as well as under President Harrison, no man who has had the manliness to resist an effort to make him contribute has been in any way molested for so doing; and no head of a Department or other high official has countenanced any effort to prejudice a man for contributing or not contributing to whichever party he choose. But undoubtedly there are plenty of Government employees who get frightened when approached by men of high position in the party to which the Administration for the time being belongs, and who yield to them and contribute against their will, with an idea that they will be molested if they refuse to do so.

It seems to us that every consideration of public policy warrants the passage of a law forbidding Government employees from being solicited in any manner by anyone at all. If they wish to contribute voluntarily, let them do so; but they always know when a campaign is going on, and it is safe to say that if they really desire to help any political organization they will do so of their own accord without reminder. When a campaign committee solicits a private citizen, neither he nor they can have any thought of duress in the matter; but the case is instantly changed when the man is an officeholder. He feels that he owes his retention in office to the good will of his superiors, and solicitation coming from the party chiefs of the organization to which these superiors belong must inevitably carry with it an improper weight. We especially recommend that action be taken in the premises before the Presidential election of 1892, for our investigations into the solicitations as carried on here in 1888 and 1890 convince us that much more of this solicitation occurs during a Presidential year than at any other time. It is a species of discreditable blackmail which out to be stopped at once.

We have not been able to make full investigation at this time to see how the law against the solicitation of Government employees has been observed in the local post-offices and custom-houses. We are informed, however, that in at least one post-office in Ohio, some or all of the employees, both Democratic and Republican, received a circular sent to their homes, of which the following is a copy:

[Headquarters Ohio Republican State Executive Committee, 120 East State street (opposite Government building).]

COLUMBUS, OHIO, *October 4, 1890.*

DEAR SIR: This committee is now organized and ready for the work of the campaign. We therefore appeal to officeholders for reasonable donations, and as you are one of that number we take the liberty of asking you to send us a contribution, the usual amount being 3 per cent of salary. Please let us hear from you at once, either in person or by letter, at 120 East State street.

Yours, truly,

W. M. HAHN,
*Chairman.*

At present it seems that the observance of the law in its spirit in the local offices at any rate must depend largely upon the character of the head of the office. Thus from information gained in previous investigations we found that in 1888 there were certain post-offices and custom-houses in which assessments of subordinates were practically universal, and others in which there were absolutely none at all. Doubtless the same is true of the offices at the present time. The law should be so amended as to make solicitations impossible anywhere. Even in its present state the law does away with much, probably with the great bulk, of the evil that formerly existed; but some evil still remains.

Our attention has been called to the existence of political or politico-social organizations here in the Departments at Washington. We find that there are a number of such that are now or recently have been in existence. The usual course of procedure seems to be for all the members from one State belonging to one party to organize themselves into a club or association known by some such title as The Pennsylvania Republican Association, The Illinois Democratic Association, or the like.

These associations receive initiation fees and annual dues, and as they are composed largely of officeholders and are of a political or semipolitical character it is a question in our minds whether these dues or initiation fees are not paid in disregard of law. We find that the Democratic associations which were in existence during the last Administration have fallen into abeyance during the present Administration, and that on the other hand the Republican associations which were then in abeyance have now sprung up into activity. It is needless to point out that if these associations are allowed to exist at all there should be some steps taken by which they shall be allowed to exist equally among both parties. Unless members of both parties have the right to form such associations at all times under any Administration, then neither party should be permitted to do so.

We wish to express our appreciation of the heartiness with which Secretary Windom and Assistant Secretary Nettleton rendered us every aid in conducting the investigation into the alleged violations of law in the Treasury.

THEODORE ROOSEVELT,
HUGH S. THOMPSON,
*Civil Service Commissioners.*

In pursuance of these two reports a letter was written to the Secretary of the Treasury December 2, 1890, transmitting a copy of the reports of Commissioners Roosevelt and Thompson. A copy of the same report was sent to the President December 3, with the recommendation that he prohibit the organization of the employees of the Departments at Washington into political clubs. No action was taken on either of these two letters.

The second case referred to is that of J. J. Verser, an employee of the Government Printing Office, and W. C. Elam and D. J. Godwin, employees of the Interior Department. It appeared that these gentlemen, with several outsiders, in the fall of 1889 organized a campaign club in the interests of the Republican party in Virginia, and solicited various employees in the public service from Virginia for money for political purposes. Mr. Verser was treasurer of the club, his name so appearing on the printed circular soliciting contributions. Messrs. Elam and Godwin permitted their names to be used on these circulars without protest or disapproval on their part. Indictments were found against Verser and Newton, the latter of whom was not an officer of the United States. They were prosecuted by the Department of Justice, to which the letter of the Commission of November 18, 1889, detailing the case was submitted.

The defendants were, however, acquitted, and on the ground of this acquittal the Secretary of the Interior and the Public Printer declined to dismiss Elam and Godwin, and Verser, though the acquittal appears to have been on technical grounds, there being no doubt of their guilt. The letter of the president of the association, May 23, 1890, shows that Verser and Godwin, and probably Elam, must have known that one of the prime objects of the club to which they belonged was to solicit Government employees for political purposes. It was evident, therefore, that they organized the club partly with the purpose of evading or violating the civil-service law, and whether they did or did not themselves technically violate that law they should, in the opinion of the Commission, have been dismissed from the public service. No action was taken, however, in any of the cases by either the Department of the Interior or the Government Printing Office.

### ALLEGED POLITICAL ASSESSMENTS IN THE NEW YORK CUSTOM-HOUSE.

Commissioner Roosevelt, in January, 1890, investigated certain charges of political assessment at the New York custom-house, some of which were alleged to have been made at the instigation of Surveyor Beattie under the preceding Democratic Administration. The following is a copy of the report on the subject:

JANUARY 17, 1890.

GENTLEMEN: I herewith have the honor to report the results of my investigation into the alleged violations of the civil-service law in the New York custom-house, both in the employment of persons performing clerical and other duties who have not passed our examinations, and in the collection of contributions for political purposes just prior to the Presidential election of 1888. I submit the testimony (Exhibits H to Q) and sundry other exhibits (A to G). My examination occupied several days—December 3, 16, 17, 23, 26, 27, and 28, ultimo, and January 9 and 10, instant. My thanks are due to the collector for his courtesy in allowing me the use of his stenographer, Mr. Epstein, and to the deputy surveyor, Mr. Nicolls, who himself acted as stenographer for a large portion of the time. Had it not been for the kindness of these two gentlemen I should have been put to very serious inconvenience, as the Commission's stenographers were already so much worked that it was impossible to spare them. My report comes properly in two division.

#### I.—EMPLOYEES IN THE SURVEYOR'S OFFICE.

The allegations of improper employment of clerks all relate to the surveyor's office. In relation to them I examined Messrs. Jardine, O'Brien, and Letzeiser (see their testimony; also Exhibits D, E, and F). The service is a peculiar one, necessarily elastic in character; and though in my opinion the elasticity is carried too far, yet this is a matter to be considered by the Department rather than by our Commission. The temporary assistant weighers are employed irregularly, day by day, and after having been once sworn in are considered as being always in the service whether they are dropped from the rolls merely for a day or two or for a space of several years. There are thus considerably over a hundred of them—perhaps two hundred—on whom to draw for the work to be done each week;

work that may need a dozen, and may need fifty, but which always fluctuates. Any new appointments must be made from our eligible lists; but as a matter of fact, since this rule went into effect no new appointments have been made, there being so much old material to draw from. A few of the men employed as temporaries really do permanent work. The work of the others is irregular, and it would seem to be impossible to employ them permanently. Apparently most of them are employed without very much regard to politics, though the present system undoubtedly gives much opportunity for personal favoritism, and there seems to be some ground for supposing that a change of parties produces a certain change in the personnel actively in service by giving weight to the recommendation of different sets of politicians—at least this is a fair inference from the cautious admissions of Mr. O'Brien, a Democrat, as to the weight he has given since the Presidential election to the recommendations of one or two prominent Republican ward leaders.

On the pay rolls of the temporary assistant weighers appear the names of one or two men—that of G. J. Smith, for instance—whom the witness has styled "temporary clerks," though they appear to have no official designation except that of temporary weighers. They do clerical work precisely similar in character to that of the temporary weighers detailed to do clerical work, but they are not sworn in. Smith was appointed last spring without being sworn in or passing an examination, and not from our eligible lists. As he appears on the temporary weighers' list, and does work, which though nominally temporary, is apparently in reality of permanent character, precisely similar to that of the weighers detailed as clerks, his appointment would certainly seem to be irregular. If he is one of the assistant weighers he should be appointed from among them; if he is a clerk he should be called such and appointed from some clerical register. Both his style and his employment as "temporary clerk" seem to be wholly abnormal.

There are also laborers detailed as clerks—for instance, Frank Morrison and C. S. Grant. They were appointed as laborers at $2.50 per day a couple of months ago, and have been detailed to do clerical duty steadily ever since. Others, as Messrs. Stansbury and Snyder, are detailed as "temporary clerks" and nominally paid by the hour—30 cents an hour. In reality they have been steadily at work for years, like any other clerks; yet they were appointed without examination. General Jardine stated that if he chose he could fill all the clerical places by detailing laborers to them. As a matter of fact it seems to have been pretty generally done for a long time.

The ruling of the Commission in the case of the temporary weighers seems to prohibit the appointment of the so-called "temporary clerks," who really do permanent clerical duty, and whose names appear on the pay roll of the temporary weighers, as being paid like them at a rate of compensation greater than $900 per year, and who are therefore brought within the limits of the classified service. Their appointment in so irregular a manner, without examination, seems a clear evasion of the law. The detailing of laborers to do clerical work is precisely what has been done of recent years, and is now being done in the Philadelphia custom-house, as is shown by my recent report thereon. This is prohibited by our rules in the Departments at Washington, and I can see no good reason why it should be allowed to continue elsewhere, at least not without very rigid restrictions. The whole case emphasizes in the strongest manner the need of a complete reclassification of the customs service.

### II.—THE COLLECTION OF POLITICAL ASSESSMENTS PRIOR TO THE PRESIDENTIAL ELECTION OF 1888.

The law prohibiting political assessments of any kind or the collection thereof in any manner or under any disguise is sweeping and thorough in its provisions. Up to 1882 these collections were made perfectly openly, the employees being publicly notified how much they were to pay, when it was to be paid, and at what place. The present law has put a complete stop to this open spoliation of poor clerks, and has made it comparatively difficult to mulct them even secretly. In an honestly administered office there is now no danger of this particularly mean and cowardly wrong being committed; and even where the head of the office is indifferent, the bolder employees, who are not easily bullied, can safely defy attempts to make them contribute. But there are always a great many weak or timid people whom it is easy to coerce, and where the head of the office deliberately seeks to get round the law it is always possible for him to bring such pressure to bear on his subordinates as to force them to contribute, though he himself does no overtly illegal act. It is comforting to add, however, that in this effort to just keep within the law, while nevertheless evading it, all save the very most adroit wrongdoers are apt to make some slip and put themselves where they can be punished, although it is a matter of great regret that the sharp originator and instigator of the misdeeds should so often escape while his clumsier tool is caught.

It is worth while saying at the outset that experience in a number of investigations of this sort has convinced me that the talk so often heard about the injustice of not allowing clerks to make "voluntary contributions"—which the law in no wise prevents—is all nonsense. Government employees do not as a rule contribute simply from a desire to help the political cause in which they believe. The so-called "voluntary contributions" are nine times out of ten made from some personal motives; that is, either in the hope of being retained in office or else with the object of gaining some advantage over the other clerks. In other words, the employees are coerced into making them for fear their positions will be jeopardized if they fail to do so. It is probably safe to say that 90 per cent of the money collected for political purposes from minor governmental employees represents simply so much blackmail. This particular species of robbery is mean enough at best, and one of its meanest features is the fact

that the men most apt to contribute money, the men most susceptible to pressure, are those of opposite political faith to the dominant party. Those who agree in politics with the party in control feel some assurance of protection if they refuse to be coerced into parting with their money, but the unfortunates of opposite political faith feel they have no power behind the throne on which to rely, are nervously afraid of giving offense, and yield helplessly when threatened. The amount paid is not absolutely very great in any individual case, but to a poor clerk barely able to get along the loss of 3 per cent of his salary may mean just the difference between having and not having a winter overcoat for himself, a warm dress for his wife, or a Christmas tree for his children. Such a forced payment is a piece of cruel injustice and iniquity.

Another fact to be remembered is that very much of the money so collected is never turned into the party campaign chests at all, being kept for their own private uses by the jackals who have collected it. If the head of the office is determined to have his subordinates contribute, the latter soon know it, and the fact that they must pay becomes common talk among them. In some offices the system of making political assessments has obtained steadily for so many years that many of the clerks have come to regard it as part of the established order of nature, against which they do not think of rebelling, but, whatever their own politics, regularly pay their contributions into the campaign chest of the dominant party; as one of them expressed it, "they feel that the desk, not the man at it, owes just so much to the party in power." Many politicians take this view as a matter of course. One of the witnesses in the present case, a strong Republican, who was holding office under the last Administration, testifies that he was advised to contribute to the Democratic campaign funds by one of his own friends, a New York Republican district leader, as being the only thing to do if he wished to keep his place.

In investigating the alleged violation of the law against making political assessments I have made a more or less complete examination into the conduct in this respect of the offices of the collector, surveyor, and naval officer of the port of New York during the Presidential election of 1888. It is most instructive to note the differences in the way the law was observed in the three offices named.

In the naval office, under Mr. Burt, my investigation goes to show that the law was observed absolutely, both in letter and spirit. As far as I can find out, there were no collections made for political purposes in any shape or form, and nothing like political coercion was tolerated; each employee was left entirely free to contribute to whichever political party he desired, or not to contribute at all if he did not wish to. In other words, the subordinates were treated as American citizens ought to be; they were required to do their full duty to the Government, and, this done, were left free to exercise their own judgment in political matters.

In the collector's office, under Mr. Magone, there was apparently widespread, but not universal and by no means always successful, efforts to evade the law by persuading or forcing the Republican clerks to contribute. Some list of these Republican clerks must have been kept, because they were especially singled out for more or less indirect solicitation, either personally or by circular; and there is the testimony of one witness that this solicitation was undertaken by the express command of Mr. Magone's private secretary (there being nothing to show, however, that Mr. Magone was aware of his secretary's action). On the other hand, there was certainly no active coercion of these same clerks; for, as a matter of fact, very many of them refused to contribute, and nevertheless were not molested on account of their conduct. Moreover, the effort to make them contribute was always made indirectly, and usually so guardedly that it is difficult to say if the law was actually violated in its letter.

In the surveyor's office, under Mr. Beattie, the contributions, as far as is shown by the testimony of the twenty-eight witnesses examined, were universal. The Democrats generally gave their money of their own accord; but all the Republican clerks were practically *forced* against their will to pay what were in reality political assessments for the benefit of the party to which they were opposed. This was accomplished by a very ingenious and widespread system of veiled threats and covert intimidation, so well carried out that it was completely successful, the extent of the success being shown by the fact that all, even the most unwilling of the clerks whom I examined, were in the end forced to pay. Every method was resorted to to extort the contributions, while at the same time avoiding the actual demand of money. For instance, some of the witnesses were forced to contribute by being made very uncomfortable in their work until they did so. They were originally at work at stations near their homes and were suddenly shifted to others far distant and very inconvenient for them to go to. Their inquiries failed to discover the reason for the change; and they were kept at the new stations until they finally made up their minds to pay, when they were usually promptly transferred back to their old posts without a word being said. Other witnesses testify that they were threatened that if they failed to contribute, "special agents" would be put to watch them and to make out cases for their discharge.

Others were informed that blacklists were being kept at headquarters of all who failed to pay. Others were merely asked, again and again, if they cared to contribute, or if they knew where they could contribute if they wished, the place being named, or if they had been down to visit this same place. Generally, these questions were asked with much pretense of personal friendliness; sometimes, however, this mask was dropped and the advice was given openly, perhaps accompanied by a scarcely hidden threat. The campaign circulars demanding funds were sent to all the employees. The man

who was collecting these funds was one R. Jordan, in Liberty street, and his cards were also sent, sometimes several times, to the employees; and on several occasions they were distributed by hand. Finally, some of the more refractory men who held out longest were told outright that if they wished to avoid trouble and retain their places they had best pay.

By these various means so much pressure was brought to bear on the employees that in the end they all succumbed and paid their money. I do not charge the head of the office, Mr. Beattie, with complicity in this wrongdoing; but the fact remains that these acts were committed in the office under his control. Of course no chief can be held in the slightest degree responsible for isolated cases of violation of the law among his subordinates; but according to the unanimous testimony of the twenty-odd Republican clerks examined, there existed in the surveyor's office a system of combined extortion and coercion, which was seemingly organized with minute thoroughness, which was so comprehensive as to take in every one of the numerous subordinates, whom, choosing in many cases merely at random, I had before me, and which was completely successful in the attainment of its objects. Such widespread and far-reaching evasion and violation of the law speaks but ill for the vigilance of those whose duty it was to see it enforced. The contrast in this respect between the surveyor's office under Mr. Beattie and the naval office under Mr. Burt reflects credit on the latter and does not reflect credit on the former.

The testimony taken tends to incriminate eleven men, who were at the time Government employees, as having taken a more or less active part in soliciting contributions. They were for the most part head clerks or foremen. Against one man, Hughes, there is merely the testimony of a single witness, Kraemer; and against another, Barnes, there is also the testimony of only a single man, Finkenberg, who, by the way, was a most unwilling witness. In the same way, against Reagan, there is only the testimony of one witness, Roberts. It is therefore, perhaps, unadvisable to proceed further against these three men, beyond calling the attention of the collector to Barnes, who is still in the service; it is stated that the other two are no longer in Government employ.

Against John W. O'Brien there is only the direct testimony of the witness, Knox, who testifies that O'Brien sent for him and advised him as a matter of policy to pay the assessment, but thinks the advice was given in a mere friendly way. The witness O'Connor testifies that O'Brien refused to advise him, merely stating the amount he could pay if he chose. The witness Rafferty testifies that O'Brien brought him down to Liberty street to see Jordan, who was receiving the money on behalf of the Democratic campaign committee. The witness Abercrombie testifies that O'Connor informed him that O'Brien had asked him to pay; Rafferty testifies to the same effect. There does not seem to be sufficient ground for taking any action against O'Brien, save, perhaps, to lay the testimony in his case before the Secretary of the Treasury; but he should be warned hereafter to refrain from giving advice on such subjects to his subordinates.

Against Alexander C. Hinton there are two witnesses, Foster and Lowenstein. Both testify that he handed them, at their desks, sealed and unstamped envelopes containing Democratic campaign circulars soliciting contributions (see Exhibits A and B), although, as he himself states, it was not his custom to deliver the mail. Beyond the statement that Mr. Hinton "laughed" as he laid the circulars on the desks, and the fact that it was unusual for him to deliver the mail, and the further fact that these campaign circulars are generally easily recognizable as such, there is nothing to show that Hinton knew the contents of the envelopes he was handing. He himself denies all knowledge thereof. The case hardly seems, in my opinion, to warrant more than calling the attention of the collector thereto.

There are two witnesses against Charles T. Duryea. One Stratton testifies that at the end of the month, when the clerks were swearing to their pay rolls, Duryea told him of his own accord where he could make a "voluntary contribution," handing him Jordan's card and a pencil and pad to take a memorandum of the address; and at a later date the conversation was repeated. The other witness, Birdsall, testifies that on several occasions Duryea asked him if he had not contributed, and on the pay day before election offered to give him the address where he could pay the money, and accordingly wrote it down for him. Mr. Duryea states that he has no recollections of having done what is alleged against him. It seems doubtful if there is sufficient testimony to warrant an indictment; but Duryea certainly came dangerously near the line which forbids solicitation, "directly or indirectly," and the attention of the collector should be called to the case, for, unless the accusation be disproved, Mr. Duryea would seem to have forfeited his right to remain in the public service. The present law has been framed expressly for the purpose of putting a stop to "indirect solicitation," a much more difficult matter than to prevent its being done "directly." It is hardly too much to say that the open brutality with which money was formerly extorted from unfortunate clerks is preferable to—it is certainly more manly than—the indirect methods, of which those it is alleged Mr. Duryea employed may be taken as samples. Even if a man has managed to keep just within the law, if his purpose to evade it is evident, he should at least be dismissed from office.

There are three witnesses against Augustus Gerritson. The witness Viele testifies that Gerritson approached him and told him that the committee (the campaign committee) would like a contribution from him; that the contribution would be entirely voluntary, but that "he knew what was liable to happen if he didn't feel inclined" to make it. The witness Larner testifies that Gerritson came up *to him at his desk*, "gave him to understand that he was expected to contribute," and specified

the sum demanded, which was $60. The witness McLaughlin testifies that Gerritson came up to him and told him "where he could contribute voluntarily," specifying the amount as 3 per cent of his salary. Mr. Gerritson's denial is couched in rather vague terms. This case is much like Duryea's, but I am inclined to believe that he may have overstepped the line and become answerable to the law. To volunteer the information where "voluntary contributions" can be paid, to specify the amount which can be thus "voluntarily" contributed, and to give a hint which is practically a threat as to what may happen if the contributions are not made, certainly seems to amount to indirect solicitation. At any rate I recommend that the evidence in this case be laid before the district attorney for his decision; and that it also be given to the collector for his action in the matter. The offender may be dismissed, even if it proves impossible to prosecute him.

The case against Frederick N. Dodge is peculiar in that it directly involves the collector's own office. Six witnesses, Vance, Treloar, Lewis, Roberts, Snow, and Pegnan testify that Dodge came to them, on a number of different occasions, and told them that if they wished to contribute they could go down to Liberty street and do so; and he afterwards asked some of the witnesses if they had contributed, and finally advised two of them, Treloar and Snow, that it would be better for them if they did contribute. Mr. Dodge, who testified very frankly, and with an evident desire to tell the whole truth, admits that he told the men that if they wished they could contribute, and mentioned the place where they could go to do so; and that he may have told some of the men more than once. He also states that he tried to impress on the men's minds the fact that they were not obliged to contribute unless they wished; and as a matter of fact they did not contribute. Mr. Dodge states that he spoke to his subordinates at all only because he had received orders to do so from one of his superiors. In his letter supplementary to his testimony he says: I was requested from the collector's office, I think by Mr. Kimball, private secretary to Mr. Magone, to inform any of the clerks who desired to contribute that they could make such payments at Jordan's office."

This case does not seem to warrant an indictment; but it is needless to point out the gross impropriety of any officer, standing in close relations to the collector, directing his subordinates to tell the clerks where they could pay "voluntary" contributions. Information of such a character, coming from such a source, was certain to be taken by all weak and timid clerks as a strong intimation that they must contribute.

There are two witnesses against John U. White. The witness Kraemer testifies that White handed him a card containing the name and address of Jordan, who was collecting the money for the campaign fund, and told him that, for his own benefit, he had better go down and see Jordan—the meaning of his remark being evident. The witness Orton testifies that White merely handed him one of Jordan's cards. White admits that he had a bundle of the cards in his possession, they having been given him up at the Democratic headquarters for distribution; but he denies that he ever distributed them, which he says he knows would have been against the law. Both of the men approached ultimately paid, after receiving several circulars or cards with Jordan's name and address. There does not seem to be enough in the case to warrant our asking for an indictment; but White's intent in handing the cards seems evident, and his case should be called to the attention of the collector.

The evidence against Thomas J. McGee is stronger than that against any of those implicated, with one exception. The witness Eldridge testifies that McGee asked him if he had paid his assessment, and told him that if he wished to remain where he was, undisturbed, he had better pay it; and that if he did so he would be all right. The witness Hopkins testifies that McGee approached him and asked him if he had paid, telling him he had better do so as soon as he could; and that later on McGee once more came up to him, having with him a list, and asked him if he had yet paid, telling him again that he had better do so. The witness Hunter testifies that McGee came to him in his office and left with him for distribution, a number of the campaign cards, with Jordan's name and address, before mentioned, telling him at the same time that it would be well for him to put in an appearance at "Liberty street," the place where the campaign funds were collected. Later on, McGee again came to Hunter and told him that there had been some delinquencies in contributing among the men who were under him; that Jordon had not received their contributions. As a result, Hunter, Eldridge, and Hopkins were all forced to contribute.

I am of the opinion that McGee can be prosecuted not only for indirect, but for direct, solicitation, and recommend that all the evidence in his case be turned over to the district attorney, for such action as he may deem fit, and that he should also be reported to the collector.

The case against Peter Rafferty has some very curious features. Rafferty was the first man to furnish information about these political assessments; and he gave the names of two men who, as he asserted, would testify against O'Brien. Only one of them would do so, however; the other, O'Connor, tried to shield O'Brien, and both testified against Rafferty himself, as did a number of other witnesses during the examination. Rafferty then requested (see Exhibit D) that the whole matter be dropped, on the ground that there was a "combination" against him; but I do not feel that I have the right to take any such action.

The witnesses Knox and Madden testify that Rafferty approached them several times to make them pay, but believe that it was done through motives of friendship; he told them that they would get into trouble if they did not pay, and accordingly they did. The witness O'Connor testifies that Rafferty "harassed" him to make him pay, speaking to him a number of times, and telling him that the contribution *would be very little* and he could well afford it.

The witness Skidmore testifies that Rafferty approached him and advised him to contribute, specifying the amount as $30, telling him that if he did not pay it "special agents" would be put on his track and he would be removed.

The witness Letzeiser testifies that Rafferty handed him one of Jordan's cards, with the remark that he "had a little joker there for him," and that "he had better go and make his (Jordan's) acquaintance and fork over the $30." On a subsequent occasion Rafferty again approached him, complaining that he had not contributed, and saying, in substance: "The collector and surveyor have called me up on this, and they want these contributions to be paid forthwith. Those men who don't pay, they will put special agents on right along, and if you want any peace you had better pay."

The witness Bertholf testifies that after having received one of Jordan's cards, to which he paid no heed, he was approached by Rafferty, who gave him another, saying that as he had not paid any heed to the first, he had better pay heed to the second, and specifying $20 as the sum he should send.

The witness Mallon testifies that Rafferty handed him one of Jordan's cards, remarking that Jordan would be glad to see him.

The witness Daily testifies that on several occasions Rafferty told him he had better contribute or the "special agents" would be put upon him.

The witness Putnam testifies that Rafferty handed him one of Jordan's cards, and on several occasions advised him to contribute, telling him that there was a black list in the custom-house of all those who did not pay, and that all such would be removed.

As a matter of fact, all the men thus solicited did contribute.

The evidence seems to be conclusive as to Rafferty's guilt, and I recommend that it be laid before the district attorney for his action under section 11 of the civil-service act.

In conclusion, let me say that the evidence against the incriminated men seems to show that they were all, apparently acting under directions, trying to make their subordinates and fellow-clerks contribute, and at the same time carefully endeavoring to avoid violating the provisions of the law. Some, in spite of their precautions, did, as I think, violate the law, and can and ought to be held accountable therefor. Others, who are morally equally guilty, seem to have been successful in their efforts to evade the law without breaking it in a manner that would render them liable to punishment. It is most important, however, that every effort be made to convict all the guilty parties, for it is especially necessary that the wrongdoers be taught that they can not violate with impunity the laws against indirect solicitation, for it is in this way that the great bulk of the money extorted from the Government employees for political purposes is now procured.

I therefore recommend that copies of all the evidence in the case be laid before the Secretary of the Treasury, that he may take such action as seems to him proper in the case of those of the men who are still in Government employ, and before the Department of Justice with a view to the prosecution of any of the offenders who may have violated the law.

Very respectfully, THEODORE ROOSEVELT.

The CIVIL SERVICE COMMISSION.

The same Commissioner also investigated charges that political assessments had been made in the post-office at Baltimore, and that the postmaster and marshal in that city had used their offices to control elections in the primaries held in March, 1891. His report is as follows:

ALLEGED VIOLATIONS OF THE CIVIL-SERVICE LAW IN THE FEDERAL OFFICES AT BALTIMORE, MD.

UNITED STATES CIVIL SERVICE COMMISSION,
*Washington, D. C., May 1, 1891.*

The CIVIL SERVICE COMMISSION.

SIRS: On March 28 last I received a communication from John C. Rose, esq., formerly a member of the civil-service postal board at Baltimore, Md., tending to show that the civil-service law was being violated in the Federal offices at Baltimore. Mr. Rose's information was that the law against political assessments was being grossly violated in the post-office and custom-house at Baltimore, and also that the three Federal offices were being used, apparently by the postmaster, marshal, and collector of the port, to influence the primary election to be held in Baltimore on March 30, in seeming violation of General Rule I, which provides the penalty of dismissal for any Federal officeholder who thus uses his official influence to control any election.

In accordance with your direction I investigated the matter, going down to Baltimore for that purpose on March 28, March 30, and April 6, 13, and 18, and in accordance with my direction the chief examiner at the same time made an exhaustive investigation of the records of the custom-house and post-office. I was assisted throughout my examination by Messrs. Bonaparte and Rose, of the Maryland Civil Service Reform Association. At the request of the internal-revenue collector I also visited his office, most of the information I obtained in regard to this office being that volunteered by the internal-revenue collector himself, who very frankly furnished me with the names of all his men who, so far as he knew, had taken part in the contested primary election on either side. In order to decide whether the offices were used to influence the primaries it was of course necessary to know what part

the officeholders took in running them, and accordingly on the day when the primaries were held I went round in person to several of the wards to observe what was done, preferring to see for myself what the facts really were, rather than to seek to sift them out afterwards from the conflicting testimony of scores of interested and possibly untrustworthy witnesses. I herewith submit all the testimony taken. In my opinion it establishes the following facts:

The primaries held on March 30 were marked by a very bitter contest between two factions of the Republican party. One of these factions was generally known in the newspapers, as well as among its own supporters and opponents who took part in the primary election, as the "Johnson crowd," or "Johnson-Airey faction," Mr. Johnson being the postmaster and Mr. Airey the marshal in Baltimore. The other faction was known, similarly, as the "Henderson faction," or "Henderson-Stone faction," Messrs. Henderson and Stone having been, respectively, candidates for appointment to the positions of postmaster and marshal. The "Johnson-Airey" people claimed to represent the Administration. This the "Henderson-Stone" people stoutly denied, asserting that they were as loyal to the Administration as their opponents. It was evident, however, that many of the witnesses on both sides used the term "administration" merely as synonymous with "officeholders" (84). There were side issues that complicated the struggle somewhat, but in its essence it was, without doubt, mainly a fight between the officeholders on one side and the disappointed officeseekers on the other, the "Johnson-Airey" men representing the former and the "Henderson-Stone" the latter (126). The custom-house and internal-revenue office, however, were apparently not used to influence the election, and, accordingly, the employees in these two offices took sides as they felt inclined—though, undoubtedly, some even of these officeholders perpetrated illegal acts. As far as I could find out from the witnesses there seemed to be no question of principle at stake at all, but one of offices merely.

This was recognized as much by one faction as by the other. It was felt by both sides, accordingly, that the officeholders and disappointed officeseekers were the persons chiefly interested in the affair—that it was not a primary which particularly affected the interests of private citizens. Several of the newspapers commented on, and one or two of the witnesses complained bitterly of (77), the alleged fact that most of these officeholding or officeseeking ward workers on both sides showed more activity and zeal in this contest, waged within the party, than they had ever shown in the contests for party supremacy at the polls; and my observation leads me to believe that such was the case. Seemingly, many of them regarded victory in the primaries as of more importance than victory at the polls, because the former gave the control of the party machinery, and would therefore, in their own language, entitle them to "recognition" in the distribution of patronage. Apparently, they cared primarily for the offices, party success being a purely secondary consideration, important only because it facilitated getting them. It seems to me that this fact alone furnishes a tolerably accurate measure of the much-vaunted usefulness to any party of the office-mongering, office-seeking, and office-holding variety of ward worker.

As a whole, the contest was marked by great fraud and no little violence (82, 84, 89, 91, 92, 95, 116). Many of the witnesses of each faction testified that the leaders of the opposite faction in their ward had voted repeaters, Democrats, and men living outside of the ward in great numbers (91, 101, 118, 122, 123), and I am inclined to believe that in this respect there is much reason to regard the testimony of each side as correct in its outline of the conduct of the other. Accusations of ballot-box stuffing were freely made, with much appearance of justification (85, 97, 129, 133). A number of fights took place (82, 94, 109, 128, 128). In many wards there were several arrests (82, 89, 95, 126, 138, 140); in one or two cases so many men were arrested that the police patrol wagons could not accommodate them (134). In several cases the judges of the election were themselves among those arrested (85, 94, 97). The judges, three in number, in each ward, sat within a house at a window opening on the street, and the voters at the primary were marshaled in a line outside, surrounded by a great crowd of onlookers. Each party or faction had its ticket holders, who presented its ballots to the voters, and its challengers, who challenged those of the opposite party. Much complaint was made in certain wards of one side or the other being "in" with the police, who would accordingly arrest and drag out of the line voters of the opposition faction, and would decline to do so in the case of voters of the protected faction (139, 140).

In many of the wards furniture wagons were hired to bring voters up to the polls. The ward workers stood about shouting, challenging, occasionally fighting, seeing that the ticket holders peddled their tickets actively, keeping the furniture wagons sharply on the move, taking doubting or wavering voters into the saloons and treating them to beer; and, in short, the whole aspect of the primaries, save only in those wards where there was no contest, bore no distant resemblance to the parliamentary elections described in Charles Lever's novels.

One of the incidents of the day was an effort on the part of Marshal Airey to drag a judge, whom he accused of misconduct, out of the window, a fierce scuffle being the result (139).

In another ward a Johnson clerk detected, as he thought, signs of cheating, and broke open the ballot box, taking out two huge handfuls of so-called "pudding" ballots; whereupon the two Henderson judges threw him out of the window, and all three were arrested (85).

In another ward a Henderson worker, an employee of the custom-house, pulled down the window at which the judges were sitting and tried to stop the election. On account of this excessive zeal he was taken to the watchhouse and fined (140).

In a number of wards the election was practically stopped, on account of the disorder, early in the day. There was a general feeling that whichever side had the majority of the judges had the election. In some wards the use of the so-called "pudding" tickets seemed to have been quite common, a "pudding" ticket being composed of six or seven ballots folded together as if only one. There was considerable complaint of bribery; in some cases votes were said to have been bought for money; in others, the charge was that outsiders, not Republicans, possibly not residents of the ward, had been offered drinks to participate in the primary. Most of the witnesses spoke of the cheating in a matter-of-course way, as being too universal and too common in primaries generally to be worthy of notice, and a great number of them did not seem to bear any special malice against their opponents for having cheated successfully—if anything, rather admiring them for their shrewdness—and frankly testified that it was only lack of opportunity that had hindered them from doing as much themselves Two of the witnesses, both Henderson adherents, employees of the custom-house, testified with refreshing and cheerful frankness to this effect. One of them, Mr. Horner, remarked anent fixing up "pudding" tickets, "I would have done the same thing myself; I believe in doing anything to win" (134). This individual's son was one of the judges of the election. Whether he shared his parent's latitudinarian views of political morality, I do not know. The testimony of the other, Mr. Reed, ran as follows:

I don't say I wouldn't cheat in the primaries. Whoever gets two judges wins.
Q. Each side cheats as much as it can?—A. Certainly; that's the way; I do it just the same as they do. They had two judges. * * *
Q. How do you do your cheating?—A. Well, we do our cheating honorably. If they catch us at it it's all right; it's fair. I even carried the box home with me on one occasion. * * * I have broken up more than one election (142).

Both of these persons testified very frankly and showed that they possessed a fine sense of humor, besides being seemingly innocent of any idea that they had done wrong. Both of them expressed, with somewhat cynical absence of reserve, views which were evidently held by the major portion of the other office-holding or office-seeking ward workers whom I examined, and which are undoubtedly held by the great bulk of spoils politicians everywhere. All of the office-seeking or office-holding ward workers who came before me evidently believed that the business of managing primaries and, in fact, the business of conducting politics generally, belonged of right to the office-holding caste. They were as thorough believers in a system of oligarchical government as if they had lived in Venice or in Sparta, only the names enrolled in their "Golden Book" were those of the men who through political influence had been fortunate enough to get government place, or who hoped to get it. While all who were questioned evidently held this view, few of them avowed it quite so frankly as Messrs. Horton and Reed, who testified with delicious naïveté throughout. Mr. Horton asserted "that it is the office-holders' business to manage the primaries" (134).

Mr. Reed's testimony was as follows:

As a matter of fact, in your ward, it is the officeholders who do and always have taken an active part in the primaries.—A. Exactly; they are the ones that ought to.
Q. It is mainly the officeholders who run the primaries?—A. Most undoubtedly; * * * the great majority are officeholders or people who want office (141).

This testimony has a certain value aside from its relation to the case in question, for, undoubtedly, the individuals above quoted simply expressed in naked form what the average politician of the spoils variety believes. No greater service can be rendered the cause of decent government than to impress on the mind of the average citizen that such views as those expressed above are those which are held by the great bulk of the people actively interested in opposing the cause of civil-service reform. They are the views of the men who dread the overthrow of the patronage system and the introduction of the merit and nonpartisan system of appointment to and retention in public office. Resolved into its ultimate elements, the view of the spoils politician is that politics is a dirty game, which ought to be played solely by those who desire, by hook or by crook, by fair play or by foul play, to win pecuniary reward, and who are quite indifferent as to whether this pecuniary reward takes the form of money or of office. Politics can not possibly be put upon a healthy basis until this idea is absolutely eradicated. At present the ordinary office-seeking ward workers and a very large percentage of officeholders have grown to believe that it is part of the natural order of things that those who hold or seek to hold the offices should exercise the controlling influence in political contests.

The civil-service law is doing much to disabuse them of this idea, and the further it can be extended and the more rigidly it can be executed the healthier the result will be. The ward worker, who is simply in politics for the offices, is a curse to the community, and the sooner this is recognized the better. His political activity is purely unhealthy and mischievous. Take it out of the power of any politician to give him any office and he will cease from his noxious labors in a very short space of time. As for the Government officeholder, he must be taught in one way or another that his duty is to do the work of the Government for the whole people, and not to pervert his office for the use of any party or any faction. In some communities this lesson is taught with comparative ease, and has, at any rate in many offices, already been learned. In other communities and other offices the scholars seem to be slower of apprehension, and if they can not be taught by easy means then they must be taught by hard. The officeholders who belong to the dominant party should be allowed precisely the *same liberty* of political action that is allowed the officeholders who do not belong to the dominant

party, and no more. Actions which would cause scandal and be subversive of discipline if indulged in by officeholders who belong to the party which is out of power must be forbidden among officeholders of any party.

The internal-revenue collector's office at Baltimore was not used in the interest of either faction (127, 129). As far as I could find out none of the employees were assessed for political purposes. Over half of the men took no active part in the primary whatever. Some of the remainder worked for the Johnson side, some for the Henderson side. The two witnesses, Messrs. Brenton and Stewart, both Henderson employees, were accused by the Johnson men, one of having voted repeaters, the other of having stuffed a ballot box. No proof was forthcoming in reference to these accusations, but it must be said that both of the individuals named seemed to view the conduct of the primaries from the standpoint of elastic political morality apparently common among the Baltimore political office-holding class.

The custom-house, likewise, was not used in the interest of either faction, the witnesses testifying that they were not interfered with and were allowed to vote for whichever side they chose. Moreover, in the custom-house the great bulk (about 80 per cent) of the classified employees, who constitute a majority of the force, are Democrats appointed under the last Administration and still holding office. It is evident that there has been no partisan proscription and no approach to a clean sweep in the classified service of this office. The proportion of the appointees of the previous Administration who have been left in by the present collector, Mr. Marine, is considerably larger than the proportion of original incumbents who were left in by his predecessor, Mr. Groome. (See the report of the chief examiner.)

It is equally evident, however, that under the last Administration the civil-service law was far better observed in the custom-house than in the post-office, and it appears that this law always has been better observed in the former office than in the latter. From a fourth to a third of the original incumbents in the classified service of the custom-house were retained throughout the four years of the last Administration, whereas less than a twentieth were left in the post-office. There seems to have been but little direct violation of the sections of the law forbidding political assessments in this office, but incidentally the testimony shows that in 1888 the Democratic campaign committee had made a determined effort to collect campaign funds from the Democratic employees of the office, and a great deal of money was undoubtedly raised under the guise of "voluntary contributions." Seemingly, not much of this has been done under the present Administration. Under both Administrations it was, apparently, mainly members of the party in power that were requested to contribute.

In these remarks I do not wish to include the naval offices. The present naval officer, Mr. Urner, has hardly changed a man in his small classified force; whereas his predecessor, Mr. Freeman Rasin, made a practically clean sweep.

I wish to call the attention of the Commission to the testimony of Mr. Burns, one of the civil-service board of examiners in the custom-house. Mr. Burns was a Democrat appointed under the last Administration and still retained in the custom-house. He subscribed $100 to the Democratic campaign fund in 1888, and stated that this was entirely voluntary on his part; but he also subscribed last year to the Republican campaign fund, expressing the view that he owed this to the party in power (65). We should do everything in our power to make it clear to the officeholders that there is no kind of moral obligation upon them to pay political campaign funds, and that the theory which makes a man feel that "the desk," as it is phrased, owes something to the party in power, is radically wrong and vicious. Most emphatically no member of our own board should set so bad an example as to contribute to the party in power, although he is politically opposed to it, merely because it *is* the party in power, and because he feels, therefore, that it is entitled to a contribution.

As already said, the collector, Mr. Marine, has retained the great majority of the Democrats appointed under the preceding Administration in the classified service. These men are still in office. No dismissals, excepting for apparently excellent cause, have been made, and the number of changes in the classified service does not seem to have been excessive. Apparently, no appointee, Democrat or Republican, in the classified service, who does his duty under Mr. Marine, need fear being turned out for political reasons. But Mr. Marine needs enlightenment on one point. He practically admitted that in choosing from the certifications made him he would prefer a Republican to a Democrat (66). The examinations for the custom-house have been perfectly straight, no vacancies have been made for the purpose of allowing partisans to be appointed, and no man has received an appointment unless he passed so high that he was one of the first three on the list; but it seems clear that Mr. Marine believes that he has the right to discriminate among these three for political reasons. At least such would seem to be the effect of his testimony. Now, undoubtedly he has no such right. He is especially barred from discriminating among the three for any political or religious reasons. He has a right of choice among them, but he has no right to exercise this choice on political or religious grounds. Any discrimination of the sort calls for severe rebuke and, if persisted in, for prompt punishment.

This is the only criticism, however, that is to be made upon Collector Marine's conduct of the office. Otherwise, both he and the deputy collector, Mr. Lingenfelder, are apparently seeing that the civil-service law is obeyed faithfully and in its spirit. Of course the nonclassified force does not come within my ken in making *these* remarks.

One of the witnesses at the custom-house, Mr. Charles H. Ray, was caught in the most flagrant falsehood. I recommend that his dismissal be asked for on the ground that he has been guilty of flagrant mendacity, with intent to impede an official investigation (67-71).

Another custom-house employee, Captain Fensley, likewise developed a most treacherous memory, but as he was clearly guilty of collecting and contributing money for political purposes in defiance of the law, I deal with his case elsewhere.

At the different polling places visited by me two or three custom-house employees were pointed out to me as working for the Johnson ticket, and two or three for the Henderson ticket, but they were not at the polls in anything like the numbers that the post-office people were. I find that the custom-house, as such, was not used to influence the primary election; though this fact, of course, does not shield in the least those employees who were guilty of individual misconduct.

The case is very different in regard to the post-office and the marshal's office. The evidence seems to be perfectly clear that both of these offices were used with the purpose of interfering with or controlling the result of the primary election, and that there was a systematic, though sometimes indirect, effort made to assess the Government employees in both for political purposes.

Marshal Airey was undoubtedly one of the leaders of one of the factions at the primaries, and took a very active part therein, even to the extent of coming into physical collision with one of the opposition judges, whom he accused, whether rightly or wrongly, of cheating (139.) The witnesses, even of the Henderson faction, evidently set a high estimate on his ability, saying that he furnished the brains of his faction.

One of the custom-house employees, Mr. McAllister, a Henderson man, testifies that before the election Marshal Airey sent for him to come up to his office and there endeavored to persuade him to vote the Johnson ticket (129, 136). The only two deputy marshals examined, Messrs. Biddleman and Sultzer, both confessed that they had collected money for political purposes from other officeholders, in defiance of the law, and that they took a very active part at the polls (93, 96). It seems clear from the testimony of these two deputy marshals, and of Mr. McAllister, as well as incidentally from the testimony of some of the other witnesses, that the marshal's office was used, apparently by or with the consent of the marshal himself, to influence the election. General Rule I of the civil-service rules reads as follows:

Any officer in the executive civil service who shall use his official authority or influence for the purpose of interfering with an election or controlling the result thereof * * * shall be dismissed from office.

I am not aware that the phrase "official authority or influence" has ever been authoritatively construed; or, indeed, that hitherto this whole section of the rule has ever been construed as in my opinion it should be. Thus, from the testimony taken before the Senate committee in 1888, it appears that under the last Administration the naval officer, Mr. Freeman Rasin, and other Government officials, such as Mr. Morris Thomas, took at least as active a part in the primaries as Mr. Airey did, using their "official influence" to control the primary elections. As far as is known they received no official rebuke of any kind for their actions.

There are but few employees in the marshal's office, so that when scattered through the wards the effect of their activity upon the primaries can not be very great.

It is due to Marshal Airey to say that during the investigation he behaved with much frankness, and seemed quite unconscious of there being any possibility of questioning his conduct. His letter, herewith appended, is noteworthy for several reasons. He seems to make out a strong case of attempted improper conduct against what he styles the anti-administration faction, which was led, as he says, by a "disappointed applicant" for office. He says that the opposition did their best to cheat, and that it was necessary to make "strong efforts to obtain fair play," this being the justification of the officeholders for taking so active a part in the primaries. He evidently uses "administration" as a term in part synonymous with "officeholders." He speaks feelingly of "the uphill work the friends of the Administration had, precluded as we were by the civil-service rules from being active participants, and with all our active Republicans in office." The significance of the statement that all the active Republicans were in office is marked; and if Marshal Airey believes that he himself and his deputies were not "active participants" in the primaries, it would be interesting to find out what he would accept as "activity."

Marshal Airey's letter is additional evidence that the struggle was mainly one between the officeholders and the disappointed officeseekers; and that the participants regarded office as the fruit of party or factional success, while outsiders took but a languid interest in the result. Primaries managed on such a basis are of course thoroughly unhealthy for the party, and this Baltimore example shows in the most striking way the inevitable tendency of the spoils system to take away political power from private individuals and lodge it in the hands of the office-holding or office-seeking caste. It is the "plain people" of Abraham Lincoln who are most vitally interested in the abolition of the spoils system, less for the sake of improving the public service—though this is one of the results—than for the sake of purifying politics and restoring to the private citizen the power that has been usurped by the "boss" and the ward heeler.

*There is need of* a severe lesson to teach the officeholders that they are not to use their positions to

run elections. Once this lesson is taught the pressure of politicians for place will be minimized, for there will be no temptation to reward an active politician by office when the price of his obtaining that office is the cessation of his activity.

The Republican employees from the post-office furnished the organized band around which the Johnson-Airey forces rallied in every ward where there was a contest. There is no testimony showing that Mr. Johnson himself took any direct part in influencing his subordinates as to their action in the primary, and he was absent from the city when the primaries took place. But undoubtedly his office was used to influence the primary election, and the great bulk of his appointees, both in the classified and unclassified services, took a very active part in preparing for and in managing the primaries.

In the post-office I examined a number of employees from the Third, Fifth, Sixth, Seventh, Eighth, Thirteenth, Fourteenth, and Sixteenth wards. Judging from the testimony of these witnesses it appears that in each ward the Republican appointees in the post-office, whether in the classified or the unclassified service, either belonged to the ward club of the Johnson-Airey faction or shortly before the primary election effected some sort of organization of their own (23, 31, 46, 60, 72). A few days before the election these officeholders of each ward met together to talk over the plans for the primaries and to raise money therefor (25, 29, 36, 38, etc.). Sometimes the meeting was held at a private house of one of the officeholders (38, 42, 74, etc.), sometimes it was held in a regular Republican clubroom (26, 83, 96, 108), and in one or two instances the meeting took place in the post-office building itself (113). Judging from the testimony it appears that the bulk of the money to defray the expenses of the Johnson faction at the primary was raised among the officeholders themselves (94, 96). Apparently most of the post-office people subscribed from $3 to $10 apiece. Sometimes the money was paid undisguisedly for the election expenses; sometimes it was paid under cover of club dues, or nominally for the purchase of a pool table, or for a banquet (44, 56, 123). The Democrats in the post-office took no part in this; but it appears that the great majority of the men appointed since Mr. Johnson was made postmaster are connected with the Republican ward organizations (126), and these did take an active part (103).

In one or two instances the local Republican leaders paid most of the money themselves (98, 101), some of these leaders being in the Federal service while others held positions under the State or municipal government. But the great bulk of the money seems to have been raised in the post-office. Sometimes this money was paid, in evasion of the letter of the law, by the officeholders to some non-officeholder, chief of the local ward organization. This was the case, for instance, in the Fifth Ward. There are eight or ten officeholders from that ward in the post-office. All of these, so far as I can find out, took a very active part in the primaries and paid $5 apiece to the chairman of their local ward club. Post-office employees J. Philip Sindall, William Root, James Fosler, and S. M. Armstrong were among those who thus paid $5 apiece (44, 78, 119). Two of these I myself saw taking an active part in the primary in that ward; Messrs. Sindall and Root were challenging at the polls and doing all they could to influence the election. In the Fourteenth (37, 38), Sixteenth (101), and Thirteenth (34) wards the arrangement seems to have been substantially similar. In the Third Ward there are said to be some fourteen officeholders, most of whom took a more or less active part in preparing for or managing the primary. About half of them met before election in the Fairmount Republican Club. They there raised $5 apiece to pay the expenses of the Johnson-Airey faction at the primary, and paid the money to one Henry Martin, one of their own number, a letter carrier. Among those who thus paid, or agreed to pay, were Messrs. J. E. Wilson, Henry Glass, W. A. Mitchell, and Robert Read, all of the post-office (23, 29, 52). Mr. Martin asserted, seemingly as an afterthought, that this money had been paid to purchase a pool table, but the original testimony was explicit that this was not the case. Undoubtedly the fund was raised for political purposes, to defray the expenses of the primary election.

In the Seventh Ward the meeting of the officeholders in the interest of the Johnson-Airey faction took place a few days before the primary, at the house of one John A. Bell, a letter carrier. A custom-house employee, W. H. Ray, above mentioned, was one of these employees who went to Bell's house and agreed to pay $5 (70). One of the post-office employees, Charles Oeh, paid $5, but says he paid it to the president of the local club (49). Another post-office employee, Mr. J. L. Webber, says he took the same course, having been present at the meeting; he seemed in his testimony to be trying to conceal the truth (42). Apparently, almost or quite all the officeholders in this ward from the post-office paid and took an active part in the primaries. A post-office clerk, L. E. Gladfelter, paid $5 to John Bell for political purposes, for use in the primary, in the post-office building itself (46). Mr. Bell also solicited subscriptions for political purposes from one of the custom-house employees, Mr. T. Sewall Plummer (63). Being warned by Mr. Plummer that he was violating the law he left the custom-house. I was myself present at the primary in the Seventh Ward, and saw several of the post-office employees taking an active part in it, Mr. John Bell being there. One or two of the witnesses evidently believed that he was under the influence of liquor at the time.

In the Eighth Ward substantially all of the Republican appointees in the post-office and marshal's office took part by raising money for the primaries and afterwards attempting to control them in the interest of the Johnson-Airey faction. The course of action was decided partly at a meeting in the

local Republican club rooms and partly at a meeting held in the post-office building itself, the latter meeting seeming to have been of an informal character (86, 114). The Johnson-Airey leader in this ward appears to be Mr. William H. H. Sultzer, a deputy marshal, to whom the post-office employees ultimately turned over their money, through John R. Tweddle, a clerk in the post-office (85, 96); but see also Mr. Sultzer's letter, herewith appended. I can not accept this letter as against Sulzer's and Tweddle's original testimony; Mr. Short's alleged intervention seems to have been merely a blind. Mr. Tweddle received $5 or $10 apiece from several post-office employees, including William T. Birmingham, Joshua N. Richardson, George G. Heltz, C. W. Hammel, Edward Perine, and Erwin Fouts (87, 98, 108, 113, 114, 123). The latter, however, claims that he contributed merely toward the cost of a banquet. The money for defraying the expenses of the Johnson-Airey faction at the primaries in this, the Eighth Ward, was raised almost solely from among the officeholders above mentioned, Mr. Tweddle collecting it from Birmingham, Richardson, Hammel, Holtz, and Perine, and paying it over to Sultzer, who received it and expended it. Some $50 was thus raised. Ten ticket holders, or ticket peddlers, were paid $2 apiece to work up the vote; $2.50 was paid for one-half the rent of the window; $7 was paid for tickets; the balance went to give a new suit of clothes to a young man who was a clerk of the Johnson-Airey faction, and who discovered, as he claimed, apparently with much reason, that the Henderson people were cheating. He then burst open the ballot box, and was thrown out of the window by the Henderson judges. All were arrested in consequence (85, 97).

Mr. Holtz, above mentioned, got into a political fight with a negro, and was badly beaten on the day of the primary. There was great disorder in this ward.

In the Sixth Ward the officeholders in the post-office, and to a certain extent in the marshal's office and custom-house, were also fully organized in the Johnson-Airey interest. About eighteen of them met a few days prior to the primary in the house of C. G. Smith, a letter carrier, to perfect their arrangements and raise funds to pay the political expenses of their faction (72, 76). Through some oversight, a Henderson man from the custom-house, one Kimball, was present, but paid nothing. The letter carrier, C. G. Smith, William Fensley, a custom-house employee, and Edward Biddleman, a deputy marshal, were appointed to receive the funds and to expend them, and actually did so. All of the eighteen employees present, including the thirteen or fourteen from the post-office, paid, or promised to pay, and afterwards did pay from $3 to $10 apiece to one of the above-mentioned persons (88, 93, 115). Among the post-office employees who did so were Oscar W. Gibson, H. L. Theiss, John Bond, and Daniel Phelps (115, 116, 117, 120). Over $100 were raised, all the expenses of this ward being paid by the officeholders. Ten or twelve dollars went in printing and room rent, $94 were expended in paying forty-seven ticket holders $2 apiece to work up the vote (89), an expenditure so excessive for the purpose as to suggest that it was really a form of bribery. Deputy Marshal Biddleman marshaled the vote at the primary, getting 200 voters together in a body; but the primary was broken up with violence before the vote could be polled.

When the first witnesses who testified as to these facts came before me, I was inclined to draw the distinction we have usually drawn between those who pay the money and those who extort it. But I soon became satisfied that in this case no such distinction could be drawn. Here all were undoubtedly equally guilty, the men who received the money being appointed to do so merely for convenience sake, it being an arrangement among the employees to assess one another, and to contribute for political purposes. In my opinion, therefore, all the following governmental employees should be dismissed from office for violating sections 11 to 14 of the civil-service law: Edward Biddleman and William H. H. Sultzer, of the marshal's office; John Fensley and W. H. Ray, of the customs service; John A. Bell, James Wilson, William A. Mitchell, James L. Webber, Robert F. Read, Henry Martin, Henry Glass, Louis E. Gladfelter, John B. Tweddle, Charles G. Smith, Charles W. Hammel, George G. Holtz, William T. Birmingham, Joshua N. Richardson, Edward Perine, Erwin Fouts, Oscar W. Gibson, H. L. Theiss, John Bond, Daniel Phelps, and Noah Pierson (compare his statements (18, 61); he did not seem to be testifying frankly). The testimony of John H. Horner and John Reed, of the custom-house, betrays certain views of political morality which, in my opinion, entitle us to call the attention of the collector of the port to their cases, to determine whether they ought to be retained in the service.

I am well aware that in recommending so many removals there is a semblance of harshness, and that among these men there may be a few who have some apparent claims to indulgence. While a large proportion are evidently simply local professional politicians, with very low standards of morals, others are apparently reputable men, who acted as they did partly from real ignorance as to the law, but mainly because they did not believe the law would be or was in truth intended to be enforced; and the abuses which appear to have flourished in the Federal offices in Baltimore under the late Administration made this belief on their part by no means unreasonable. Nevertheless I adhere to my recommendation of dismissal in every case above specified, for I am satisfied that only by a severe lesson will this class of offenders be taught to respect the law, and I consider a few instances of hardship to individuals a less evil than it is to have this law generally evaded and often brought into public contempt by the impunity with which it may be even openly violated. The Commission has repeatedly warned Federal officeholders in Baltimore. It investigated the post-office while administered by both Mr. Veazey and Mr. Brown, and pointed out grave irregularities in each case, although it is fair to say

far graver in the former than in the latter, Mr. Veazey's violations of the law being of the most scandalous kind. There can be no reasonable doubt that every one guilty of these offenses ought to have known, and was derelict in his duty as an officer for not knowing, what was the law, even if he was in fact ignorant of it. I think that the time has come to show by an example which everybody must understand that punishment will follow proven guilt.

In connection with the conduct of the post-office employees, J. Philip Sindall, William Root, W. E. Allerdice, James H. Biddle, and Joseph Solomon, Joseph Fosler, Samuel M. Armstrong, Charles Oeh, J. S. Shields, J. W. McCormick, J. W. Boulden, who, together with the gentlemen named above, took part in arranging for and manipulating the primaries, working openly as challengers, etc., at the polls, I desire to direct attention to section 480 of the Postal Regulations, still in force, which reads in part as follows:

The influence of Federal officeholders should not be felt in the manipulation of political primary meetings. * * * The foregoing regulation has peculiar application to postmasters.

Postmaster W. W. Johnson has been in office a little over a year. During that time about 50 per cent of the classified force has been changed. In the nonclassified and excepted places, and the places to which he appoints by virtue of his being custodian of the post-office building, some 60 in all, a nearly clean sweep has been made. Postmaster Johnson's testimony as to the way the appointments to these nonclassified and excepted positions were made was so frank that I give it in full. It seems somewhat extraordinary, but it is particularly valuable because it undoubtedly describes truthfully the methods by which all patronage appointments are made in every office throughout the country where the old system prevails in any degree, and where, in consequence, outside politicians in reality do the appointing. The testimony is as follows:

Mr. JOHNSON. There are men who have told me right in my own office, "If you don't like what I do I will go out." People have put men in here over whom I have no control about elections; they're independent of me.

Q. You mean that a great many of the men here, although nominally appointed by you, are really put in by somebody else outside; that is, by the different ward leaders of the party?—A. They are recommended by outsiders, and they work for the men who put them in here, and are under their control.

Q. Is that so generally in the nonclassified service?—A. Yes, sir.

Q. In the unclassified service the bulk of the men are put in in that way?—A. Yes, sir.

Q. They feel responsible to the men who put them in, to the politicians and ward leaders generally, and not responsible to you?—A. Yes, sir; that's it.

* * * * * * *

Q. The amount of it is that in making the nonclassified appointments you have to parcel them out to the different wards—the different ward leaders nominate men for the positions?—A. Yes, sir; there are about 1,800 applicants and about 60 places (126).

This testimony is especially valuable as showing the utter nonsense of the talk that under the old spoils system the appointing officers themselves make the appointments. They do nothing of the kind. The outside politicians make the appointments for them, and the appointing officers have really little or nothing to say in the matter.

Another point of interest is the incidental showing that there is a far greater "eligible list," if one may use the expression, for the nonclassified appointments than for the classified. Mr. Johnson had thirty applicants for every single position in his gift that did not come under the civil-service rules, whereas there were only about three applicants for every position in the classified service. Mr. Johnson's testimony shows with startling vividness the humiliating position in which the spoils system puts the appointing officer. It practically places him at the mercy of a lot of irresponsible outsiders who force him to take their political henchmen, without regard to his own wishes. These men, when they are once appointed, feel themselves responsible, not to the appointing officer, but to their backers. They feel that their duties are primarily political, and that their services are only secondarily due to the community and to the Government.

The testimony of some of these employees gives striking incidental glimpses of the way in which the ward leaders use patronage as a bribe for service to be rendered, or as a reward for services that have been rendered. Thus the testimony of Philip Hahn was in part as follows, in speaking of the fight in the Thirteenth Ward (138):

Winnie Johnson was the main one [leader of the Johnson-Airey faction of the ward].

Q. Mr. Johnson, up to last spring, was usually supposed to be a Henderson man, was he not?—A. Yes, sir.

Q. Just before he was appointed to the post-office he voted with the Johnson party?—Yes, sir.

Q. As a matter of fact, what you know is that he voted the other way from the side he had been voting with, and was almost immediately appointed to a position in the stamp department of the post-office?—A. Yes, sir.

The testimony of Mr. John Reed contains the following statement. He had just been testifying that Mr. Brown and Mr. Butnetz were the leaders of the Johnson faction in his ward (140, 141):

Q. Were you not offered a place in the post-office this spring?—A. Yes, sir; I was offered a place at $840 if I would vote for them, but I wouldn't do it.

Q. You are going to remain your own master?—A. Yes, sir.

Q. Who offered you that place?—A. Charley Brown offered me that place.

* * * * * * *

I said I would not accept any job that I would have to be bought to take.

* * * * * * *

Q. Brown said you were playing politics for a job, and would not take a job when you were offered one?—A. Yes, sir; Henderson is a friend of mine, and whichever way he goes I go.
Q. The job offered you was for $840?—A. The job doesn't pay $840; it was on the elevator.
Q. Who did they give it to?—A. Jim Beale.
Q. Did he work for the Johnson ticket?—A. Yes, sir; of course.

* * * * * * *

Q. You were offered a place in the post-office at $800, or about that, which was given to Mr. Beale afterwards in your stead, and they would have expected you to work for the Johnson ticket if you had taken that place, and Mr. Beale, who did take it, did work for the Johnson ticket?—A. Yes, sir.
Q. And Butneta and Mr. Brown distributed the patronage for the post-office?—A. Yes, sir; most undoubtedly.
Q. Mr. Johnson turned the office over to them?—A. They go and see Mr. Johnson, I suppose, and they put in a good word for the men they want appointed, and, in consequence, whoever they want is appointed.

It is evident from the testimony that the nonclassified service in the Baltimore post-office, as is the case with the nonclassified service in almost every patronage office, was treated as a bribery chest from which to award influential ward workers who were useful, or likely to be useful to the faction in power. The appointments were made primarily in the interests of the local leaders and of the local organizations, and only very secondarily with a view to the well-being of the public service.

In the classified service Mr. Johnson has changed about 50 per cent of the force, only half of the Democrats who were in when he took office being left in now. He has, however, filed reasons for the dismissals; and there can be no question that in at least a very large number of cases his reasons were perfectly good. Unquestionably he received the office in a greatly demoralized condition from the hands of his predecessor, Mr. Brown, who had received it in still worse order from Mr. Veazey. Many of the men whom he (Mr. Johnson) found there he could not allow to stay if he wished to have good work done. It was doubtless to the interest of the public service to make a very considerable number of removals, although it may well be a question if it was to the interest of the service to make them as sweepingly as has been the case. Charges have been made to me that many of the removals, though nominally for cause, have in reality been due to political reasons. Unfortunately, the charges were scarcely of a kind that the Commission has power to investigate. I am, as always, strongly of the opinion that the civil-service law should be amended so as to require written charges to be filed before a man is removed, to require that the accused be given an opportunity to be heard in his own defense, and to authorize the Commission to investigate and report on any removals alleged to have been made, directly or indirectly, for partisan reasons.

Under the last Administration the Baltimore post-office, both under Mr. Veazey and Mr. Brown, was without doubt, used as a machine in the interests of the Democratic party. Large campaign funds were raised among the employees of the post-office at every election; a clean sweep was made of the Republican employees, 96 per cent of them being turned out; their places were supplied exclusively by Democrats; in the classified no less than in the unclassified service, most of the appointees thus obtaining positions being Democratic ward workers. Mr. Veazey, the first Democratic postmaster, did not obey the law at all, and, indeed, made no pretense of so doing; while his successor, Mr. Brown, made a practically "clean sweep" of the Republican employees in his office. It must be borne in mind, as some extenuation of Mr. Johnson's actions, that he inherited, therefore, great difficulties from his predecessor.

Of the men appointed in the classified service since Mr. Johnson took office, apparently the very great majority were active ward workers of Republican organizations.

Many of the ward workers, however, who were thus appointed, entered the examination before Mr. Johnson became postmaster, which was a year and a quarter after the Presidential election. It appears that at the first examination held after the Presidential election, in February, 1889, few or no Democrats entered the examinations, and a great number of Republicans, almost all of them connected with the ward organizations of the Republican party, did enter and pass or fail, as might be. During the time of Democratic supremacy none but Democrats had been appointed, and all the Republicans in the office had been turned out. The ward leaders apparently took it for granted, as did most of the inhabitants of Baltimore who thought anything about it, that the same course was to be pursued under Republican auspices; that the Democrats would be turned out, and that only Republicans with political influence could take their places, the examinations being accepted merely as disagreeable tests which had to be submitted to before the ward worker could get his appointment. This feeling can only be changed by radical measures.

It is true that Mr. Johnson has appointed the men right along in their order, skipping very few, and these apparently for good reasons. He has taken no steps whatever, however, to disabuse the public mind of the idea that appointments were to be made only of Republicans, and has made no effort to get men to come into the examinations without regard to party. While permitting his name to be used in the newspapers and by his own adherents, without protest on his part, as giving the title to one faction of active ward workers, he has refrained from doing anything to convince private citizens that the classified service was really open to applicants without regard to party. I thus find that in his office he has dismissed about half of the classified force, this half being composed purely of Democrats, and has supplanted them with active Republican ward workers, who could pass the examination fairly well.

It may have been necessary for Mr. Johnson to make many changes in the classified service, but it was incumbent on him, when he was forced to turn out a very large number of Democrats, to see that the public did not believe that this was done with the object of replacing them by the same number of Republican "workers." It was incumbent on him not merely to refrain from turning the post-office into a Republican machine, but within the limits of his authority to see that it was not turned into a Republican machine. The moment that an appointing officer of any kind finds it necessary to make sweeping changes and turn out large numbers of men of the opposite party it becomes his bounden duty to see that the public mind is entirely disabused of the idea that the places of the expelled men are to be taken purely by adherents of his own party. Only by following this course can he protect himself from the just suspicion that he has been to a greater or less extent influenced in his actions by partisan consideration. This does not require any impossible conduct on the part of the appointing officer; it merely requires that he shall act as Postmaster Field, of Philadelphia, and the late Postmaster Wallace, of Indianapolis, have acted, with such admirable results. Be it remembered, too, that Messrs. Field and Wallace took office under conditions at least as adverse as those that surrounded Mr. Johnson.

It appears that Mr. Johnson was not present at the primaries himself, and that previous to leaving the city, two or three days before they took place, he called his superintendents together and told them in his own words to keep their hands off; that he did not want them to bring the office into disrepute. As a matter of fact, however, if by this advice he meant that the post-office should not be used to influence the primaries, his advice was utterly disregarded, and quite publicly, all the newspapers containing accounts of the way the post-office employees took part in the primaries, and their intention to do so having been a matter of common notoriety for days beforehand. It was openly asserted in the newspapers that such would be the case. Mr. Johnson knew that all his appointees, with trivial exceptions, were active ward workers, under the influence of the ward leaders, and feeling responsible to them. If Mr. Johnson meant his protest to be effective he ought to have seen that it was obeyed by his subordinates. He must have known perfectly well that they had every intention of disobeying it, and as a matter of fact they did disobey it, and he has never rebuked them for their disobedience. In fact it seems evident either that Mr. Johnson did not really mean his protest to be heeded or else that he is helpless to enforce obedience from his subordinates. It is no small count against Mr. Johnson that without public protest of any sort he allowed one of the active factions to be christened with his name in the most public manner by the newspapers and by his own adherents in the primaries and at the convention, this faction being sometimes even called "the post-office faction." The mere public and unrebuked use of his name in such convention was certain to influence his employees to take active part on behalf of the faction headed by their superior officer, and, incidentally, was undoubtedly one among the causes which have tended to prevent any save ward workers from taking the examinations.

Therefore, while it does not appear that Mr. Johnson himself used the post-office to influence the primary election, it is evident that it was so used with his full knowledge, and that he took no effective steps whatever to prevent such use thereof.

Mr. Johnson's case is thus peculiar. When he took office he inherited many difficulties which have hampered him in the discharge of his duties. His sins have been of omission rather than of commission, and his position was in many ways peculiarly difficult. Yet it seems to me impossible not to hold him responsible, at least in a measure, for what has been done. He must be held accountable not for what he did but for what he failed to do. It is not enough that a postmaster shall passively obey the law; he ought to be required actively to enforce it. Mr. Johnson has filled the entire unclassified and half the classified service with Republican ward workers, and has permitted the post-office to be turned into a machine to influence primary elections. Doubtless, unless checked, it will be similarly used as a machine to influence the course of State and national elections.

It seems almost as much of an offense for the head of an office supinely to allow the civil-service law or rules to be violated by his subordinates, or through their instrumentality, as it is for him to violate the said law and rules himself. General Rule I, already quoted, provides for the dismissal from office of any officer who uses "his official influence" to interfere with an election. It has not been shown that Mr. Johnson did directly so use his official influence, but it has been shown that, with his knowledge, the entire influence of his office was so used by others. As in the case of Marshal Airey, however, it must be said that this rule has never hitherto been strictly construed, and in fact that it can hardly be said that there has been any effort so to construe or enforce it As appears in the testimony taken before the Senate committee in 1888, it was then charged that Mr. Johnson's predecessor in the post-office had used his official position to influence the election of delegates to a nominating convention, but no heed was ever paid to the charge.

I am strongly of the opinion that at least decided steps should be taken to show that this rule is not hereafter to be regarded as a dead letter, and that from henceforth any violation thereof shall be treated as furnishing cause for dismissal.

Yours, truly, THEODORE ROOSEVELT.

A full investigation of the case was afterwards made by the Civil Service Committee of the House of Representatives, and the Commission desires to add to its report to the Senate the following:

The Postmaster-General, Hon. John Wanamaker, appeared before the committee on April 25, and again on May 9, 1892, and submitted a report from two post-office inspectors whom he had sent to Baltimore to review the case. This report acquitted the men whom Commissioner Roosevelt had recommended for removal for misconduct, and reflected upon the conduct and motives of Commissioner Roosevelt and the Civil Service Commission generally. The Postmaster-General stated that he was bound to accept this report as true, and he had therefore never taken any action to remove or punish the person sagainst whom Commissioner Roosevelt reported. After Mr. Wanamaker's first appearance before the committee, in which he had not produced the report of the inspectors upon which he relied, Commissioner Roosevelt appeared before the committee and testified as follows:

*Statement of Commissioner Roosevelt before the House Committee on Reform in the Civil Service.*

Mr. BOATNER. Will you refer to the law under which you made this investigation in reference to the Baltimore post-office—the law which authorizes this?

Mr. ROOSEVELT. You will find it in section 2, division 4, of the civil-service law.

Mr. BOATNER. In the examination of witnesses that appeared before you, was anything said or done to intimidate them?

Mr. ROOSEVELT. No, sir; I cover that fully in my statement which I have prepared for this occasion.

Mr. BOATNER. Was any answer in any of the questions put to these witnesses answered by anyone else and credited to them?

Mr. ROOSEVELT. Of course not. I cover that also.

Mr. BOATNER. Have you seen Mr. Wanamaker's statement?

Mr. ROOSEVELT. I have; and this statement which I am about to make is drawn with reference to the testimony of Mr. Wanamaker.

In the first place, I stand by my Baltimore report not only in its entirety, but paragraph by paragraph. It is absolutely impossible that my conclusions should be upset, for they are based on the confessions of the accused persons made at the very time the events took place. It seems to me to be less a question of judgment in deciding on their guilt than it is a question of interpreting the English language as it is ordinarily used.

At the outset let me correct a misapprehension which seems to be shown by a question on the part of one of the committee. This question would seem to indicate a protest against my having used leading questions, as they are termed. Of course I used leading questions. I always have used them in examinations of this kind and always shall use them, and so will every Commissioner who seeks to get at the truth.

My examination was not in any sense an examination before a court, and the rules of taking testimony which obtain in courts did not apply. I was a Government official, who in pursuance of my duties was endeavoring to get at the facts of alleged lawbreaking by other Government officials, and had I refrained from trying to find out the truth by every honorable means I would simply have been derelict in my duty. I put to the accused Government officials precisely such questions as a man in a bank or in any big business house would put to his subordinates if they were accused of wrongdoing and he was sincerely desirous of finding out the truth. I used exactly such questions as are used by this committee itself and by all other Congressional committees in Congressional investigations when they are trying to find out the facts. You can, and doubtless will, put just as many leading questions to me or to any of my subordinates as you wish, and if you can find out the truth better by doing so you certainly ought to.

Moreover, as a matter of fact all the witnesses I examined were hostile witnesses, so that even had the investigation been conducted according to the forms in a court of law I would have had the wide latitude always allowed in cross-examination of hostile witnesses. I wanted to get at the truth, and I got at it. Finally, to most of the witnesses no leading questions were put at all, because there was not any need.

As to the offense itself and the claim that the contribution of money to a primary was not a violation of the civil-service law, it really seems only necessary to read the statute, which runs as follows:

> No officer, clerk, or other person in the service of the United States shall, directly or indirectly, give or hand over to any other officer, clerk, or person in the service of the United States * * * any money or other valuable thing on account of or to be applied to the promotion of any political object whatever.

If the words "any political object whatever" do not cover the primaries of a political party, there will have to be a new construction of the English language. More than this, the Department of Justice about three months ago had a number of men indicted in Kentucky for precisely the offense of which these men in Baltimore stand accused. I have here the letter of the Commission to the President, of December 15 last, setting out there had been complaints made in three internal-revenue districts in Kentucky of violations of the law prohibiting political assessements, it being alleged that certain men had attempted to assess the subordinates in the internal-revenue offices for the purpose of

carrying different Republican conventions. On December 29, on the advice of the Solicitor-General, this letter of the Commission and all the documents in the case were forwarded to the district attorney at Louisville, Ky., who informed the Commission some time about the first of February that six of the individuals accused had been indicted on the charges above spoken of. In view of this action by the Department of Justice, it hardly seems worth while to discuss whether an assessment for a primary can or can not be called an assessment for a political purpose.

The honorable the Postmaster-General in his testimony says "it is not the duty of the Civil Service Commission to make any report to the head of a Department." Permit me to offer herewith a letter of the honorable Postmaster-General of July 18, 1889, which runs as follows:

The CIVIL SERVICE COMMISSION,
*Washington, D. C.*

GENTLEMEN: I have the honor to transmit the within papers referring to the dismissal of certain clerks at the post-office at Baltimore in violation of the civil-service rules. Please investigate, and advise me what course you recommend.

Very respectfully,

JOHN WANAMAKER,
*Postmaster-General.*

Also his letter of July 15, 1889, running as follows:

The CIVIL SERVICE COMMISSION,
*Washington, D. C.*

GENTLEMEN: I have the honor to transmit to you the within letter from the chief inspector informing me of changes in the post-office at Baltimore, Md., for such action as you may deem proper.

Very respectfully,

JOHN WANAMAKER,
*Postmaster-General.*

The inclosed letter was one of July 8, calling attention to the practically clean sweep made under the Democratic Administration of the Republican clerks in Baltimore, the letter ending with: "I submit this information to you for your consideration in the light of the civil-service law." At the time that these letters were written to the Commission by the honorable the Postmaster-General, the Democratic postmaster was still in office in Baltimore. I investigated the charges, as requested, made my report, which I have here, and sent a copy to the Postmaster-General. When, under the Democratic postmaster's Republican successor, other charges of violation of the civil-service law were made to me, I investigated them precisely as I have done with the first, made my report upon them, and again forwarded a copy to the Postmaster-General. It is the duty of the Commission to make these investigations, as you will see by turning to section 2, division 4, of the civil-service act. The Commission is, unfortunately, not given power to administer oaths or summon witnesses. The lack of this power, however, was of very little consequence in this particular case, as I was not examining with a view to a prosecution, but with a view to recommending removals from office, and as I did not take the statements of outsiders against the people implicated, but simply used their own confessions.

It is difficult to discuss seriously the proposition that a man when questioned as to something which has just happened will lie to his own hurt, and six months afterwards tell the truth to his own benefit. The honorable the Postmaster-General, in speaking of the accused men, says: "When they declare that they have not made such statements, and they do that under oath, you are bound to take their statements." It seems to me that if in a private business of large size an investigation into one of its branches should disclose that twenty-one men were cheating, the men being caught red-handed and confessing their guilt, it would be very unwise to accept the oaths of these same men six months later that they were innocent and had lied when they made their confessions.

I quite agree with the honorable Postmaster-General when he says that he considers "that the men were just as much bound to speak the truth as if they had been under oath;" and of course they could have had no possible object in telling untruths to their own disadvantage, while they would have had every object in afterwards swearing that they had told such untruths.

In several parts the statement of the honorable Postmaster-General would seem to imply that the accused parties assert that they were not reported fairly; that they did not say what the testimony as published in my report attributes to them; and the honorable Postmaster-General says that he thinks that the postmaster, Mr. Johnson, denies the accuracy of the statements attributed to him in the report. It seems hardly necessary to meet such an accusation as this. Of course the stenographer's report is the best, and indeed the only proper record of what the men said, and must be accepted as final unless they can bring evidence to the contrary.

I here offer to you the stenographic report of the testimony as originally written out by the stenographers employed. One of these stenographers, Mr. James E. Wilkinson, belongs to a well-known firm in Baltimore, and is the official stenographer of the orphans' court; another is one of the stenographers of the Commission; the third was a stenographer loaned to the Commission by Collector Marine in the custom-house. The testimony as taken down by these men has not been changed in the slightest way, as the closest examination of the matter itself will show. Morever, by turning to page 145 of my printed report, you will see two letters from Marshal Airey thanking me for a copy of this testimony, and stating that it had been turned over to Postmaster Johnson. As a matter of fact, Postmaster Johnson, when he was through with it, returned it to the Commission. On the same page is a letter from Deputy Marshal *Sultzer*, which shows that both he and one of the post-office clerks, Mr.

Tweddle, as well as Marshal Airey, had carefully read through certain portions of the testimony. Mr. Johnson therefore had the testimony in the form in which it now appears submitted to him for his examination, and he made no protest whatsoever as to its not being a perfectly accurate transcript of what he had said. If it had been inaccurate he would have certainly discovered it at that time, when all the facts and statements were fresh in his mind, and not have found it out several months later.

It seems to me that this charge hardly needs further attention, beyond stating that the very fact of its having been made shows that the guilty men were perfectly conscious of their guilt, and realized too late that they had themselves proved, beyond possibility of doubt, their own wrongdoing, and were clutching at any straw to keep them clear of punishment.

The honorable Postmaster-General states that Postmaster Johnson protested to him against our having held an investigation without giving him notice, and against our having refused to allow the men to have anyone to represent them, and that he designated it a "star-chamber" proceeding. Of course we gave no notice. The charges were definitely brought to me just before the primary election. I wanted to find out for myself what was going on, and I went down there instantly. To have given notice would merely have put the wrongdoers on their guard; and if there were no wrongdoers, then there was no need of notice. Equally, of course, no man was allowed to have anyone to represent him in the investigation, although, as a matter of fact, I do not recollect that any man made the request, but I do recollect that the assistant postmaster, and afterwards the postmaster himself, wished to be present when their subordinates were being examined. The proposition that there should have been anyone to represent these subordinates is absurd.

As I said before, this was not a criminal proceeding; this was an investigation for the purposes of departmental discipline, and the proposition that a Government official, whenever he wishes to see if a subordinate is doing wrong, must allow that subordinate to have counsel is not worth entertaining. This committee of Congress, for instance, is now investigating me, and may investigate my subordinates, and it would simply never occur to me to ask for counsel or to object to each man being examined alone if the committee so desired. The wisdom of my action was proved conclusively in the examination, for instance, after the first two or three witnesses to or participants in an action had testified the others were bound to be on their guard, evidently having agreed what to say so as to clear themselves. Our object, of course, was to get at all of the men independently of one another, before they had time for consultation and for agreeing on a common story.

The statement that the men were frightened and bulldozed is again hardly worth heeding, for the very good reason that I had no possible means of bulldozing them, and this they knew very well.

The honorable Postmaster-General states, in speaking of these men, that "they all state that there were three men asking questions simultaneously; that sometimes they did not make any answer to a question, and an answer was made for them before they could speak." If by this last it is meant that any answer was put down in the testimony save what they uttered with their own lips their assertions are unqualified falsehoods, as I have already shown, and they can not rightly even be entertained until they are able to advance and substantiate the implied charge of criminal misconduct on the part of the stenographers. As for the first statement, they could not have all said that there were three men asking questions simultaneously, with truth, for the excellent reason that during almost all of the examination I was assisted by either Mr. Rose or Mr. Bonaparte, but only for a few minutes by both together. Of course we never asked questions simultaneously at all. Mr. Rose and Mr. Bonaparte are both men of the very highest standing. They were present as representing the association which made the charges upon which the investigation was based, and in accordance with my usual practice in such investigations of allowing the author of any charges every opportunity that may be properly given him to prove their truth. I may mention, parenthetically, that any examination designed to get at the truth must be conducted precisely as mine was.

The honorable Postmaster-General in his testimony denies that the unclassified service in the Baltimore post-office was used as a "bribery chest." This seems to be a mere question of terminology. Turning to the testimony, and especially to Mr. Postmaster Johnson's own admissions, it seems difficult to draw any other conclusion from what he said, and indeed he scarcely put it stronger than the honorable Postmaster-General himself did when the latter said: "I suppose that Baltimore is not unlike any other city where politicians of the party in power make recommendations and where selections are made upon such recommendations." This seems to me to be admitting, only in changed phraseology, precisely what Postmaster Johnson himself admitted.

According to the testimony of the honorable Postmaster-General, the inspectors reported that the facts did not justify the dismissal of any of the men for violations of the civil-service law as charged. But apparently the men themselves did not claim as much, for the honorable Postmaster-General elsewhere says, of some of them, that they "did not intentionally violate the civil-service law," and of others, that "not being in the classified service they thought the civil-service law did not govern them." These last two statements seem beyond question to be admissions that the men in fact did violate the law. It may possibly be in reference to these seeming conflicts of opinion that the honorable Postmaster-General used the expression, "It was a small question that was before me, it seemed to me—a question of veracity." With all deference, I must submit that a question of veracity can not be considered small.

The honorable Postmaster-General says: "It seems to me to be small and trifling business, and nworthy of a great Government, to discharge a man who declares that he gave $5 to a pool table, and id not give it to campaign expenses, even though he considered the character of the election not uch as contemplated by the civil-service statutes."

It seems to me that this man has alleged two entirely inconsistent defenses. Apparently he says hat he subscribed to a pool table, and also says that his subscription was given under the belief that he law did not prohibit subscribing for primaries. Evidently the testimony here referred to is that f Wilson, Mitchell, and Martin, which will be found on pages 20, 27, and 54 of my published report. y referring to pages 24 and 25 you will see that Wilson testified that at a meeting of his ward club f officeholders these same officeholders agreed to, and in fact did, contribute sums of money to one of heir own number for the expenses of the primary, the testimony running (see page 23) as follows:

Q. Now, have you any idea who did contribute to the expenses down there?—A. Well, there is some entlemen who was officeholders.

* * * * * * *

Q. The officeholders had a meeting themselves to contribute?—A. Yes, sir.

* * * * * * *

Q. Was this confined to the officeholders; was anybody else there except people who were in office?—. That was all.

Q. About how many of you were there?—A. There was about seven of us. * * * We made a reasurer, you know, amongst ourselves; in fact, gave it to one gentleman, to keep the money.

* * * * * * *

Q. Who was it they gave it to?—A. A gentleman by the name of Mr. Martin. * * * I think he s a letter carrier.

* * * * * * *

Q. What is the first name of Mr. Martin?—A. Henry Martin, I think.

Q. He is a letter carrier from the Third Ward?—A. Yes, sir.

* * * * * * *

Q. The officeholders, as I understand you, agreed among themselves how much money they ought o give toward this primary?—A. Yes, sir.

Q. And they made Mr. Martin the treasurer?—A. Yes, sir.

Q. And it was confined to the officeholders from the Third Ward?—A. Yes, sir; from the Third Ward.

* * * * * * *

Q. And when you had agreed among yourselves what you ought to give on that occasion, you gave it o one of your own number, and not to an outsider?—A. Yes, sir; one of our own number.

* * * * * * *

Q. Was $5 the amount they were each to give?—A. That was it; yes, sir.

* * * * * * *

Q. This money that you raised in that way wasn't intended to buy votes with, was it?—A. No, sir; it was just spread in the ward to pay ticket holders.

Q. And to have tickets printed, and so forth, I judge?—A. Yes, sir.

Q. And for what other expenses was it?—A. That is the only expenses—printing tickets and ticket-holders.

* * * * * * *

Q. And this money which you raised was raised from among the officeholders?—A. Yes, sir.

* * * * * * *

Q. You did give it [$5] to Mr. Henry Martin?—A. Yes, sir.

William A. Mitchell, another post-office employee, testified precisely to the same effect, as follows (p. 27):

Q. (Mr. ROOSEVELT.) You say you paid $5 to Mr. Martin, a letter carrier?—A. Yes, sir.

Q. What time was it that you paid that?—A. I think it was the 20th or 21st of the month.

Q. Was that when you drew your money, you mean?—A. No, sir.

Q. Well, all the gentlemen there that night who were officeholders agreed to pay $5; is that the idea?—A. Yes, sir.

Q. How did you come to that agreement, or those that agreed to pay that much, how did they come to that understanding, do you recollect; it was to be for perfectly legitimate purposes, of course?—A. Well, I don't know. When we met there one of the gentlemen—of course, we all knew what we went there for——

Q. You knew what you went there for?—A. Yes, sir; we had seen one another on the street and had been talking.

Q. What was it you met there for?—A. To have a little money; to give a little money free gratis.

Q. For the primaries that are to take place next Monday?—A. I don't know what they are going to do with the money, but I have an idea they were going to use it for the primaries; I don't know; I have only an idea, but it was given free gratis; it wasn't an assessment or anything like that.

Q. It was given perfectly free?—A. Yes, sir; yes, sir.

Q. You gentlemen who are connected with the post-office here, who are officeholders, freely gave this money to Mr. Martin?—A. Yes, sir; just like we would give it to anybody else.

Q. Precisely; and you agreed on $5 as the right sum, or how was that fixed?—A. Yes, sir; we agreed on $5.

Q. Was there any discussion about that there?

WITNESS. About the $5?

Mr. ROOSEVELT. No; about settling it; whether the sum should be $5, or was that the sum all the employees were paying?—A. That I couldn't say; we didn't have any discussion about it that I remember of.

Q. How did you happen to come to the conclusion that $5 would be the right sum to give?—A. Well, I don't know how that was.

Q. Was Mr. Martin the treasurer, or how did he happen to receive the money?—A. No, sir; we just—we didn't exactly appoint him, but some one said—I don't know who it was—but somebody says, "Well, who shall it be?" and somebody says, "Mr. Martin; he will take it," and he said, "Yes, sir; I will take it."

Q. Do you recollect how that started; who it was that started the talk about giving the money?—A. No, sir; I do not.

Q. Did you meet there for the purpose of settling about contributing for the legitimate campaign expenses; wasn't that what you said?—A. Let's see; we met there for the purpose of donating some money.

Q. Donating some money with the view to the——A. (Interposing.) To the primaries; yes, sir.

It will be seen that in the testimony of neither of these men was there an allusion to a pool table. Both of these men were brought before me at the very start, before they had a chance to consult with anybody. When Martin himself came in, however, he had had ample time for consultation. By turning to his testimony, pages 54 and 57, you will see that he flatly denied that any contribution had been given him toward the expenses of the primaries or that there had been any discussion about taking up a contribution; and I brought back Mitchell, being unable to get Wilson back, and confronted the two, Mitchell promptly pointing out Martin as the man to whom he had given the $5, which, as he said, he had given for political purposes. Martin then acknowledged he had received the $5, but said it was for a pool table, and Mitchell then chimed in, saying that, though he had subscribed the money for political purposes, he was willing it should go for a pool table. It was perfectly evident from the fact of the pool table never having been mentioned before by any of the witnesses who had spoken about contributing money that this was a pure afterthought, used as a cover for their having illegally contributed.

Now, gentlemen, I do not intend to take your time very much longer, but I simply wish to point you out small fragments of the testimony in certain cases. As to the twenty-five men whose removal I recommended, in six or eight cases there may be some room for the exercise of judgment as to whether they were guilty or not, though I feel very confident that after exercising such judgment they will necessarily be declared guilty. But as to the remaining fifteen or sixteen people, I must frankly say, as I have already said before, that I do not see that there is any room for the exercise of judgment at all in the matter; it is simply a question of understanding the English language, so as to be able to understand their clear admissions of their own guilt. Take, for instance, the testimony as to the meeting of officeholders held at the house of the letter carrier, Charles G. Smith, in the Sixth Ward, and the raising of contributions thereat Turning first to pages 88 and 89, the following is the testimony of Mr. Smith himself:

TESTIMONY OF CHARLES G. SMITH.

CHARLES G. SMITH testified as follows:

Q. (Mr. ROOSEVELT.) What is your position?—A. Carrier.

Q. How long have you been in the service?—A. I have been a regular carrier one year the 15th of this month; a substitute eight months previous to that.

Q. What ward do you live in?—A. Sixth.

Q. Do you recollect a couple of weeks ago or thereabouts a meeting held at your house at which Mr. Kimball presided?—A. I do.

Q. It was held for the purpose of raising money for the legitimate expenses of the primaries, was it not?—A. Well, no, not particularly that; it was held to see what action we would take.

Q. You raised money at it?—A. We did; yes, sir.

Q. In pursuance of a motion made and carried, Mr. Kimball appointed a committee of three to receive the funds?—A. He did.

Q. Those three men include yourself, Mr. Biddleman, and Mr. Fensley, representing, respectively, the post-office, marshal's office, and custom-house?—A. Correct.

Q. Most of those present paid $5 apiece, did they not?—A. Some paid five, some ten, according to what they saw fit.

Q. Did Mr. Fensley receive the money, or Mr. Biddleman, or yourself?—A. I received it.

Q. Did not Mr. Biddleman receive some of it and then pay it over to you?—A. Well, yes; I think he did, if my memory serves me right, although I had charge of the funds afterwards.

Q. You raised about $60 that night?—A. Yes, sir.

Q. And you received some more during the next few days from men who could not at that time pay?—A. Yes, sir.

Q. They were all Government employees?—A. No one else was there but Government employees.

Q. Did Mr. Fensley give you the money himself?—A. No; he gave it to Mr. Biddleman.

Q. Mr. Phelps was present—a letter carrier named Phelps?—A. There is no letter carrier in our ward by that name, if I remember right; no.

Q. Who else were present at that meeting from this office? There were two men from the custom-house?—A. All the regular carriers in the Baltimore post-office from our ward were there.

Q. Were all the clerks from your ward there?—A. No, sir.

Q. There are about fourteen or fifteen carriers from your ward in the post-office—Republican carriers?—A. Yes, sir.

Q. Merely the Republican carriers that have been appointed since the Presidential election?—A. Yes, sir.

Q. And all of those holding over from your ward?—A. Yes, sir.

Q. And they all paid?—A. They all paid some money.

Q. What were their names?—A. I can not give you their first names: Theiss, McMann, Gibson.

Q. You are confident that every regular carrier from your ward was there?—A. I believe they were; yes, sir.

Q. Were any of the substitutes from your ward there?—A. I think there was one or two.

Q. Did they have to pay $5?—A. No, sir.

Q. Did they pay $3?—A. In fact, nobody had to pay at all; there was no assessment.

Q. It was perfectly voluntary and to be expended in the legitimate expenses of the primary?—A. Yes, sir; simply for the legitimate expenses of the primary.

Q. Did you expend that money yourself?—A. I did, every dollar of it.

Q. You had about a hundred dollars in all?—A. Yes, sir.

Q. How did you expend t—on what things?—A. Rent of house——

Q. How much was that?—A. Four dollars, I think.

Q. How did you expend the remaining ninety-six, or thereabouts? How much for ticket holders?—A. Two dollars apiece.
Q. How many ticket holders did you have?—A. Forty-seven.
Q. You had forty-seven ticket holders; you paid them $2 apiece, did you not?—A. I did.
Q. Then you paid $94 for ticket holders?—A. Yes, sir.
Q. Were any of those forty-seven ticket holders officeholders?—A. No, sir.
Q. They were all nonofficeholders?—A. Yes, sir.
Q. They were men who always acted with your faction?—A. Men who always acted with our faction, and we paid them for their lost time.
Q. Your faction is the so-called Johnson faction?—A. Yes, sir.
Q. Outside of that what did you pay?—A. That is about the size of it.
Q. Did you have any printing bills to pay?—A. I paid them.
Q. Did you carry the ward?—A. We certainly did, as we always do.

Next, take the testimony of Deputy Marshal Biddleman in reference to this same meeting, the testimony being found on page 93, which runs as follows:

EDWARD BIDDLEMAN testified as follows:

Q. What is your position?—A. United States deputy marshal.
Q. What ward do you belong to?—A. Sixth.
Q. Do you recollect a meeting held about two or three weeks ago of the officeholders in your ward at the house of Mr. Smith, a letter carrier?—A. I do, sir.
Q. At which Mr. Kimball presided?—A. Yes, sir,
Q. About eighteen men present?—A. About; yes, sir.
Q. It was a meeting purely of officeholders to raise money for the legitimate expenses of the primaries?—A. Yes, sir. We contributed freely; we were not asked for it; it was a voluntary contribution.
Q. You and Mr. Smith, and Mr. Fensley, of the custom-house, were the three men who were deputized to receive the money?—A. I was named as one of the committee, and I did not decline. I did not receive the money.
Q. Didn't you receive any of the money?—A. I received $8 or $10 afterwards to pay for some ticket holders.
Q. Did you pay that to Mr. Smith?—A. I paid $10 to Mr. Smith. I contributed $10 and handed it over to Mr. Smith.
Q. And Mr. Fensley paid $10?—A. I believe so; yes, sir.
Q. One or two others paid $10, did they not?—A. I can't say who paid ten. Some of them said they could not pay then, but would pay later on. I did not know whether they did or not.
Q. Who was it that paid you the $8 or $10?—A. Now, there was a $10 note handed to me, and I handed it to Mr. Smith.
Q. Who was that?—A. Mr. Bond.
Q. What is his first name?—A. Eugene Bond.
Q. Are you sure that he was the only man that paid you money?—A. He is the only one, to my recollection.
Q. Was there not later than that someone that paid you money?—A. No, sir.
Q. That was paid for the legitimate expenses of the primaries?—A. Yes, sir; for printing tickets, room rent, and the like.
Q. Did you hand the $10 Mr. Bond gave you right over to Mr. Smith?—A. Yes, sir; I did.
Q. (Mr. BONAPARTE.) Mr. Biddleman, do you know who called this meeting?—A. I do not. It was a promiscuous gathering, I think, among the men just to have a little meeting to contribute toward the expenses of the primary.
Q. How did this meeting happen to be called at Mr. Smith's?—A. I could not say who was the instigator of calling it there. We have a Republican club that a great many of us belong to, and I think it was talked up among ourselves to meet together and contribute something toward the election.

Then take the testimony of John Bond as to the same meeting, to be found on page 17. It runs as follows:

JOHN BOND testifies as follows:

Q. What is your position?—A. Stamp clerk.
Q. How long have you been in the service?—A. One year.
Q. You are a member of the Sixth Ward Club?—A. Yes, sir.
Q. Do you recollect being present at a meeting at Mr. Smith's house a week or so before the primary?—A. I do, sir.
Q. It was a meeting purely of officeholders, was it not?—A. Yes, sir.
Q. Purely of officeholders residing in the Sixth Ward?—A. Yes, sir.
Q. The purpose being to raise money for the legitimate expenses of the primaries?—A. Yes, sir. I did not know what it was for until I was invited there, and Mr. Kimball acted as chairman of the meeting and got up and said he supposed the gentlemen knew what this meeting was called for; that it was to take up a little collection.
Q. Who told you to come to that meeting?—A. Mr. Fields.
Q. You paid $5?—A. No, sir; I gave $10.
Q. How did you happen to give $10?—A. I had always been in the habit of giving to the party; I belong to the party, and I never refused to give.
Q. Did you give it to Mr. Biddleman or to Mr. Smith?—A. I loaned Mr. Biddleman some money; I handed $10 to Biddleman.

Then take the testimony of Mr. Phelps, as given on page 120, which runs as follows, being about the same meeting:

TESTIMONY OF DANIEL W. PHELPS.

DANIEL W. PHELPS testified as follows:

Q. Your position?—A. Clerk in the registry.
Q. How long have you been in it?—A. Since last June.
Q. You live in the Sixth Ward?—A. Yes, sir.
Q. Do you remember the meeting at Mr. Smith's house a week or so before the primary in the Sixth Ward?—A. Yes, sir.
Q. You were present?—A. Yes, sir.
Q. Most of the people there were officeholders?—A. Some of them were; but there were others that I did not know.

Q. All those you did know that were there were officeholders?—A. There were some that I knew; but I could not say positively whether they were all officeholders.
Q. But do you know some were officeholders?—A. Yes, sir.
Q. Who told you to go around there?—A. I did not get any notice from anyone particularly; I knew it was to be held.
Q. How did you know it?—A. Hearing it from others.
Q. It was a meeting held to raise funds to pay the legitimate expenses of the primaries?—A. I did not know what the motive of the meeting was until I got there; but the meeting was for the purpose of realizing money to defray the general expenses of an election; the money had to be forthcoming from some place.
Q. As a matter of fact, the outsiders and nonofficeholders pay very little money for primary elections?—A. Yes, sir. The officeholders ought to pay it.
Q. You think that the officeholders are the ones that ought to pay?—A. I do.
Q. What is your salary?—A. Nine hundred dollars.
Q. You paid $5, did you not?—A. I agreed to give $5.

Now, gentlemen, just look at that testimony. There is not a particle of ambiguity about it. It is a perfectly flat statement by these officeholders that they raised this money for political purposes, paying it to some of their own number.

Permit me to refer with hearty approval to the statement of the honorable Postmaster-General where he says: "If these men were engaged in assessing each other, that was contrary to law. I would dismiss a man if I understood that to be the case." I do not see how there could possibly be desired more absolutely equivocal testimony that these men were engaged in assessing each other. They all admitted it in the most explicit terms again and again; and I wish to call the attention of the committee that they admitted it, not in response to leading questions at all, but in response to questions that could be asked in any court of law. There is not a particle of doubt as to their guilt, and if they under oath have denied these statements which I show you, and which they made before me, they have merely added mendacity to their other sins, and have removed the least particle of excuse for pardoning them on the ground that they erred unwittingly. If these men are not guilty, then it is absolutely impossible that any man ever can be guilty of violating this law. Let me take but one more instance, and then I am done. Take the following testimony of the post-office clerk, John Tweddle, found on page 85:

Q. (Mr. ROOSEVELT.) How were the expenses of the election defrayed?—A. That I haven't anything to do with.
Q. Well, you gave $5?—A. I was to give $5, but I didn't give it.
Q. How much did you give?—A. I said I would give $5. The money was to pay for the ordinary expenses of a primary election.
Q. Well, how much have you paid already?—A. It has only cost me a dollar.
Q. To whom did you pay that?—A. I paid that money to Mr. Sultzer.
Q. Was he the regular treasurer?—A. No, sir.
Q. Was he the one to whom the others paid their money?—A. Some of them gave the money to me to hold and to meet these expenses with.
Q. Did Mr. Hammel give you any money?—A. He gave some money; yes, sir.
Q. How much money did Mr. Hammel pay?—A. Well, he gave me $5, and I turned it over to Mr. Sultzer.
Q. You are sure you turned it over to Mr. Sultzer?—A. Yes, sir; I could not hold it myself.
Q. That was for the legitimate expenses of the primaries?—A. Yes, sir.
Q. Did Mr. Holtz pay you or pay Mr. Sultzer?—A. I think he paid me.
Q. Did he pay you $5?—A. No, sir; $10. I spent money out of my own pocket which had nothing to do with one party or the other. I may have spent $15 or $20, but it had nothing to do with asking for it. Nobody asked me to give a cent.
Q. Mr. Holtz gave you $10; he did it perfectly voluntarily?—A. Certainly he did.
Q. And it seemed to be used for the legitimate expenses of the primary?—A. Yes, sir.
Q. Did the other officeholders here in the post-office of your ward give you the money or give it to Mr. Sultzer?—A. Some of them gave it to me, and some of them did not give anything.
Q. Some of them did not give anything?—A. No, sir; where they did not think they were able to give they did not want them to give.
Q. Who besides Mr. Sultzer and Mr. Hammel gave you money?—A. Mr. Feuts; he gave it for our club banquet, which we held about two weeks ago.
Q. He did not give it for the primary?—A. No, sir; I don't think he did. I know he gave me some money, but I think it was for the club banquet.
Q. Do you know of anyone else who gave money to Mr. Sultzer, or did it all come through your hands?—A. It all came through my hands.
Q. Was your club mainly composed of officeholders?—A. No, sir; we have very few officeholders in our ward; we have not over six or eight.
Q. Well, those six or eight all took part in the primary, did they not?—A. No, sir; they were there like any ordinary men.
Q. Were there only six or eight officeholders that subscribed money? They were the only ones who gave money to you?—A. No, sir.
Q. Did they give any to Mr. Sultzer?—A. I do not know how much he got outside.

Then turn to the testimony of Deputy Marshal H. H. Sultzer, on page 96, which runs as follows:

TESTIMONY OF H. H. SULTZER.

H. H. SULTZER testified as follows:

Q. What is your position?—A. I am deputy marshal.
Q. What ward do you belong to?—A. The Eighth.
Q. Do you recollect a meeting held a little while ago in that ward in which Mr. Tweddle and a number of other gentlemen were present, all of them officeholders, at which money was raised to pay the legitimate expenses of the primaries?—A. I was not present at that meeting. I understood that they had a meeting, but I was not present.

Q. Where were you when Mr. Tweddle paid you the money?—A. It was in the Eighth Ward Republican Club room.
Q. It was not in this building?—A. No, sir.
Q. How much did Mr. Tweddle pay you?—A. Thirty-five dollars.
Q. It was raised by the officeholders of the Eighth Ward in the post-office here to be expended for the legitimate expenses of the primaries?—A. Yes, sir.
Q. Did any officeholder except Mr. Tweddle give you any money?—A. No, sir.
Q. Mr. Tweddle was the only man?—Yes, sir.

Then turn to the testimony of Hammel, Birmingham, and Richardson, on pages 98, 112, and 114, and to the testimony of Holtz, on page 110. Here again the question of the guilt of the men is merely a question of rightly understanding the English language as ordinarily accepted. I call your attention to the fact that their testimony, though all taken independently, was precisely to the same effect, showing that they could not possibly have lied when I examined them, but must have told the truth. Moreover, what earthly motive could they have had in lying to their own detriment? If since then they have perjured themselves by saying they lied, they have effectually deprived themselves of the right to advance any plea for the mitigation of their punishment.

The amount of it is that all these men are plainly guilty, upon their own confession; that they have made this confession in terms which it is quite impossible to misunderstand and equally impossible to retract; that nothing they have said since, or can say in the future, can in any way explain away this confession, and that their subsequent conduct, as implied in the report of the post-office inspectors, simply shows that they are not entitled to a particle of grace or consideration.

I am glad that the honorable Postmaster-General is in accord with those portions of my report which show that the violations of the law were even more flagrant in Baltimore under the last Administration; but I must respectfully point out that, in my opinion, if the wrongdoing is not checked it will be found at the end of the four years to have been just as great under this Administration.

Let me say, in conclusion, that I honestly fail to see how there can be a particle of question as to these men's guilt, after reading the evidence that is before you; and if these men are not guilty, then it is absolutely impossible that men ever can be guilty under the civil-service law; and if they have not deserved punishment, then it is impossible that men can do anything in violation of that law which will deserve punishment. This is not the time to consider whether the law is or is not wise. It is on the statute book and I am appointed to see that it is enforced, and I have simply done my duty in pointing out its violation and in recommending the punishment of the wrongdoers.

Mr. BRAWLEY. Were those witnesses examined separately?

Mr. ROOSEVELT. Yes, sir; each one was examined entirely separate and alone.

Mr. BOATNER. Was the testimony written out by each one of the stenographers and furnished to you?

Mr. ROOSEVELT. Yes, sir.

The CHAIRMAN. And you furnished it to the marshal's office?

Mr. ROOSEVELT. Yes, sir.

Mr. BOATNER. The testimony of the postmaster of Baltimore was furnished to him before it was printed?

Mr. ROOSEVELT. Yes, sir; I testify to that.

Mr. RAINES. Your recommendation in regard to those twenty-one men is based on the testimony?

Mr. ROOSEVELT. Yes, sir. The possible exceptions alluded to on page 11 were of two or three men whose cases were of such a character that I felt puzzled in dealing with them. They may possibly have some claims to leniency.

Mr. RAINES. Can you point out the names of those men?

Mr. ROOSEVELT. Certainly. I can not give the names with absolute certainty in every case. I can only testify from my memory of what happened a year ago. One or two of the men, while they seemed to be guilty, were a little heavy witted, and I rather thought they had been more sinned against than sinning.

Mr. BRAWLEY. Were these men letter carriers?

Mr. ROOSEVELT. Some of them were letter carriers and some of them were clerks.

Mr. RAINES. I would like to get the names, so as to see how far you and the Postmaster-General differ in your statements.

Mr. ROOSEVELT. Funnily enough, one of the men whom I thought might be entitled to mercy is the very man whom the Postmaster-General says he may yet remove. That is Mitchell, the elevator man. I felt at that time doubtful about Mitchell. There were two men, Mitchell and Wilson, in the same boat. Wilson was a colored man. My information was originally that Wilson and Mitchell had both been coerced into contributing money. Their testimony was not to that effect in the least. They had not been coerced. The impression left on my mind was that they were ignorant of the criminality of what they had done. Mitchell, I am sorry to say, afterwards, when Martin, a regular letter carrier, was recalled, chimed in with Martin about the pool table, stating that while he had contributed the money for election purposes, he was willing to have it used for a pool table. Wilson did not lie. I hope the committee will understand how careful I am to hedge on this statement of what I remember as to my impressions a year ago, because I can not give chapter and verse, and therefore I simply give it as my impression.

Mr. BOATNER. It may be that they contributed the money for a pool table with the understanding that it was to be used for election expenses if necessary.

Mr. ROOSEVELT. They never thought of the pool table until the first two witnesses had gone. As to Charles W. Hammel, I did not feel that I had a right in my report to draw the distinction which I had in my mind as to him, because I could not prove that I was right in my opinion about Hammel, but he impressed me as being a poor fellow on a small salary who had been bulldozed by his fellow-clerks. My impression was that he probably said to himself, "I have got to do this." This, however, is merely my impression, and I can not prove it at all.

Mr. BOATNER. Were there any other besides those three?

Mr. ROOSEVELT. There was Robert F. Reed, though, I am sorry to say, I believe was not telling the entire truth in the matter. On the other hand, I felt it was somewhat the same case with him as it was with Wilson and Mitchell and Glass.

Mr. PATTISON. Do I understand you to say that you believe the Postmaster-General, upon the evidence as to these twenty-one parties, should dismiss them, and that there is no reason why he should not do so under the civil-service law?

Mr. ROOSEVELT. You can readily see that I do not want to be put in the position of criticising another department of the Government. I can only say that I stand absolutely by my recommendation, and say that these men are subject to dismissal under sections 11 and 14 of the civil-service law. Among them there may be some who have apparent claims to indulgence, and I want to say that, of course, they are not all equally guilty. If it were my office, I should not only dismiss those twenty-one, but I would dismiss at least twenty more men whom I have not exactly convicted, but who, from what has come to my knowledge, acted as badly as though their guilt were actually proven. On the other hand, it may be that there would be some who would come in and make a clean breast of it and show sincere repentance and make plain the fact that they had been unconsciously led into wrongdoing, and to these I might be ready to show leniency.

Mr. RAINES. I do not consider that the civil-service law establishes any cast-iron rule. You have stated that there may be some of these men toward whom it would be well to exercise indulgence in the matter. I think you are perfectly right in regard to that, and following that up with further investigation, it might not be impossible that another official would feel that he should extend indulgence to others.

Mr. ROOSEVELT. I think it might be possible, though I think it very improbable, that further investigation would establish the claims of even one or two others to indulgence. But I am sure, as I say, that as regards most of them, it is impossible that any investigation can clear them from what they have done.

Mr. RAINES. Putting that on the theory that these twenty-one men have done just what you claim they have?

Mr. ROOSEVELT. Certainly.

Mr. PATTISON. Do you think it is possible at all for an officer of the Government, with that law before him, not to come to the conclusion that at least one or two of those should be removed?

Mr. ROOSEVELT. I can not understand how any testimony could be advanced that would clear most of those men from the offenses with which they are charged, or that would save them from removal, even if, as is impossible, it could be proved they lied to me, it would be proved that they had been guilty of such outrageous falsehoods, and that they had so lied that they ought to go anyhow.

Mr. BOATNER. Then, if it had not been established that they had committed the offenses which they confess to, that they ought to be discharged on the ground of lying and incompetency. There would be two horns to the dilemma.

Mr. ROOSEVELT. It would seem so.

Mr. BOATNER. In answer to a question just now, you said that this civil-service law is not a cast-iron rule which would deprive the removing officer of discretion; do you mean that the removing officer has the discretion in the matter of removing a man who confesses and is proved to have violated the civil-service law itself?

Mr. ROOSEVELT. I have never been called upon to seriously consider that question of how far the discretion of the removing officer would go, and I would not like to answer that offhand.

Mr. BOATNER. The law declares that any officer of the Government who requests a subscription from any other officer is guilty of an offense, not only against the civil-service law, but against the criminal law of the land,

Mr. ROOSEVELT. Undoubtedly, and it says that he shall be dismissed from office.

Mr. BOATNER. Do you consider that to mean that an executive officer has power to suspend the laws of the United States and interpose his discretion against the plain letter of the law?

Mr. ROOSEVELT. I certainly would not be willing to say that I so construed it.

Mr. RAINES. Mr. Roosevelt has, however, said that he would give the question of intent some weight.

Mr. ROOSEVELT. I would. Of course these questions are not properly in the line of my recommendation, and they are directed to me on the spur of the moment. It has not been my duty at all to act upon this particular question, so that I must answer them with the understanding that if I am not *correct on the* subject, and if, after thinking it over, I should want to retract my opinion, I must be

allowed to do so. I know there is no intention of catching me on any quibble as to policy. I have not thought over the matter, and I must be allowed to answer in my own way. On the other hand, I confess I did not think of the fact that the rule explicitly says that they shall be dismissed from office.

The CHAIRMAN. The law says that any officer who shall willfully violate the law shall be dismissed from office.

Mr. ROOSEVELT. I think that covers it, and leaves my answer to Mr. Raines perfectly proper.

Mr. RAINES. I think it is exactly so. The intention is made a part of this civil-service law.

Mr. BOATNER. You mean to say that if it appeared a party was in ignorance of the prohibition of the law, and solicited contributions from a fellow officeholder, or if he had made contributions to a fellow officeholder, that he ought not to be removed?

MR. ROOSEVELT. I did not say that. It might be necessary to remove him as an example, and I would accept the plea of ignorance only with great caution.

Mr. BOATNER. If you made that admission, you would at once put a premium upon ignorance of the law, and at once put it in the power of every man who pleads ignorance to violate the law?

Mr. ROOSEVELT. Exactly.

Mr. RAINES. Your attention has been called to these explanations and you have taken occasion to refresh your memory?

Mr. ROOSEVELT. Yes, sir.

Mr. RAINES. Will you kindly look that matter over a little, and if you can give us any further information that you may think of in regard to these individuals, please do so.

Mr. ROOSEVELT. I will do that. I would call attention simply to the fact that in my report I wanted to make it evident that in my judgment some were less guilty than others. I will try to think that matter up and looking over the testimony will refresh my mind. I would not be able at the moment to tell you which of those men in my opinion, from his general appearance and action on the stand, looked as if he were more innocent than the rest; but you must remember that my judgment and recollection is necessarily imperfect, owing to the fact that this matter happened a year ago.

Mr. RAINES. A man might be convicted on testimony and be innocent on his "general appearance."

Mr. ROOSEVELT. No; there are some that might be less guilty than the rest. I did not think I ought to let them go into my report because I could not substantiate it.

The CHAIRMAN. Have you been advised by the law department that such acts as are complained of did not come under the civil-service law?

Mr. ROOSEVELT. Certainly not.

The CHAIRMAN. I would like to know whether or not you have instigated prosecutions on similar charges to these?

Mr. ROOSEVELT. We have.

The CHAIRMAN. Since this investigation?

Mr. ROOSEVELT. Yes, sir; since this investigation—in December last.

The CHAIRMAN. And have any men been indicted?

Mr. ROOSEVELT. Yes, sir; in Kentucky, in January last, men were indicted.

Mr. PATTISON. I am not familiar with your Commission or the manner of its doing business, and I ask for information. I presume in order to carry out, as far as possible, the rules you do not stop at making a report, but you pursue that investigation as far as it is possible to go, even to the extent of having persons indicted?

Mr. ROOSEVELT. Certainly; I think I can explain that. In this investigation I did not think that there could be any indictment procured, but the testimony was submitted to the Attorney-General in order that he might, if he saw proper, institute proceedings for indictment.

The CHAIRMAN. Do I understand that this case was submitted to the Attorney-General for the purpose of procuring an indictment?

Mr. ROOSEVELT. No, sir; we submitted it because two of the men charged were under the marshal's office. I made no recommendation to the Attorney-General about indictments.

Mr. RAINES. Why could not they be indicted if these were violations of the law?

Mr. ROOSEVELT. Because, as I state, the bases of these recommendations were the men's testimony of their own wrongdoing, and they could not, I presume, be made to testify in a court of law in a proceeding that would incriminate themselves. That is my judgment, and I do not think anyone will dispute it.

Mr. RAINES. Men are very often convicted on the testimony of accomplices.

Mr. ROOSEVELT. If you could get them to "peach" upon each other that would be a different thing.

After Mr. Wanamaker's second appearance before the committee, in which he submitted the report of his inspectors reflecting upon Commissioner Roosevelt and stated that he must abide by their report, Commissioner Roosevelt again appeared before the committee on May 25, 1892, and made the following statement:

## *Additional statement of Commissioner Roosevelt before the House Committee on Reform in the Civil Service.*

On Monday, May 16, I sent to the Postmaster-General, by registered mail, a letter, of which the following is a copy:

UNITED STATES CIVIL SERVICE COMMISSION,
*Washington, D. C., May 16, 1892.*

SIR: In the report of your inspectors on the Baltimore post-office, submitted by you to the committee of the House, these inspectors state that my investigation was "unfair and partial in the extreme," that my questions were "calculated to deceive and mislead, such as no committee of investigation, hunting for nothing but the truth and desirous of doing exact justice, would practice or allow;" and that my report on the postmaster's conduct was not only unjustifiable but "malicious." These are reflections not only on my actions, but on my motives. There is no need of commenting on their gross impertinence and impropriety, used as they are by the subordinates of one Department in reference to one of the heads of another, who is, like yourself, responsible to the President only. But I have nothing to do with these subordinates. It is with you, the official head, responsible for their action, that I have to deal. By submitting this report, without expressly disclaiming any personal responsibility for it, you seem to assume that responsibility and make it your own. I can hardly suppose that this was your intention, but I shall be obliged to treat these statements, which in any way reflect upon my acts and motives, as yours, unless you disavow them with the same publicity with which they were made to the committee. I therefore respectfully ask whether you will or will not make such disavowal, so that I may govern myself accordingly and not be guilty of any injustice.

Yours, truly,

THEODORE ROOSEVELT.

The POSTMASTER-GENERAL.

To this I have received no answer, and I am, therefore, reluctantly obliged to assume that the Postmaster-General makes these statements his own. The Postmaster-General says, in speaking of the inspector's report, that it is not for him to discuss or decide whether it contains anything that can be construed as disrespectful or hostile to the Civil Service Commission. On the contrary, he is precisely the person who is called upon to make this decision, and when he acts upon this report and submits it to this committee without expressly repudiating the offensive paragraphs he thereby makes it his own. I have never sheltered myself behind my subordinates, and I decline to allow the Postmaster-General to shelter himself behind his. The statements quoted above in my letter are slanderous falsehoods. I have nothing to do with the inspectors and the Baltimore postmaster. I have to deal only with the Postmaster-General, their responsible head, and I refuse to allow him to shift the responsibility upon his subordinates, whose actions had, and could have had, no effect whatsoever, save in so far as he explicitly or impliedly made them his own. If the Postmaster-General takes exception to any of the statements I have made, or am now about to make, I shall be delighted to meet him before this committee, and will guarantee to make my statements good.

The facts in this case are precisely, and without qualification, as I laid them before you at the last meeting of the committee; and the only effect of the mass of testimony introduced by the Postmaster-General in support of his position and statements is, as I shall show you, to make my position even stronger than it was. As I said last time, the offenders whose removal I recommended testified to their guilt in the first investigation in terms so unmistakable that their confessions could not possibly be afterwards either retracted or explained away. Hitherto I have accepted the statement of the Postmaster-General that these men had afterwards, in the investigation conducted by his Department, denied the truth of the statements they had made to me, and stated that they were not guilty. I have now read over and analyzed the testimony taken in this second investigation and submitted by the Postmaster-General, and evidently the Postmaster-General can not have read it before deciding on his action, because this testimony itself, taken by his own inspectors, establishes beyond shadow of doubt the guilt of at least two-thirds of the men whose removal I recommended. In fact, the statements and admissions before the investigators of the Post-Office Department are in many cases even more damaging than the original statements made to me.

In the remaining cases, where the parties attempt to deny their guilt, what I said at my last appearance before this committee holds true now. When the facts were fresh in their minds the witnesses testified against their own interest, and this testimony can not be upset by their statements in their own interest made six months after the event. The recommendations in the report relied on by the Postmaster-General are not borne out even by the testimony on which it professes to be based. If the investigation in which this testimony was taken had been made with the deliberate intent of shielding the accused, covering up their wrongdoing, and tempting them to perjure themselves, so that the office could be cleared from the effect of their former truthful confessions, it would have been managed precisely as it actually was managed. I have known of several of these investigations by post-office inspectors before, but, as it happens, I have never known of any such investigation that was carried on as this one was, the accused being represented by counsel and given every opportunity to concoct with their comrades in guilt some false story that would hold water. I should much like to know whether these same inspectors, if sent down to investigate an office in which it was alleged that money had been stolen from the mails by four or five suspected parties, would first of all warn these parties of their expected visit, would allow them ample opportunity to consult with their accomplices and cover up their tracks, and would have them represented by counsel; or whether, on the other hand, they would carry on the investigation as I did; that is, having made pretty sure by *outside means of what the facts* in the case were, go down at a time when they were not expected,

and have the accused parties up before them separately, without giving them warning, and without giving them time to consult with one another and agree upon a common explanation. It is safe to say that if the Department wishes to get at the facts in a case of alleged wrongdoing, it must conduc the examination precisely as I did. On the other hand, to conduct an investigation as the Department actually did conduct this one is particularly unfortunate, because it inevitably creates the impression that there is a desire not to get at the facts, but to make an investigation which shall exonerate the guilty parties.

The Civil Service Commission was never informed that this investigation was going to take place, and never knew that it was taking place, except through vague rumors. The Postmaster-General gives currency to the charge made by some of the implicated employees, that the investigation of the Civil Service Commission was instigated by political motives, and states that he came to no conclusion as to its justice. Unless he did come to such a conclusion I respectfully submit that he has no right whatsoever to repeat the accusation; an accusation, moreover, which is ridiculous on its face. What political motive could the Commission possibly have had? None whatever.

As for the statement that I interfered with the primary election, it is true exactly in the sense that a policeman interferes with an election when he arrests a repeating voter. I interfered to the extent of trying to see the law executed, and I had no power whatsoever, besides no wish, to interfere with any participants in that election who were not violating the law.

The Postmaster-General also says that he "must be governed" by the reports of his subordinate officers in these cases. This seems to me an extraordinary proposition. In a case of the importance of this one, where the reports of his subordinates and of the Civil Service Commission were in direct conflict, I can not understand how the Postmaster-General could fail to see that it was his duty personally to investigate the matter, at least to the extent of reading the evidence upon which the two reports were based. Had the Postmaster-General done this he would have at once seen that the testimony taken by his own inspectors simply corroborated the testimony taken by the Commission as to at least two-thirds of the parties accused.

The Postmaster-General states that the postmaster and the other accused men promptly denied the statements made in my report as soon as they got an opportunity, and that they had no opportunity prior to August, when the report was published. This is simply not the fact, as the Postmaster-General would have seen by turning to page 145 of my published report. This shows that Postmaster Johnson and the accused parties had the testimony submitted to them on May 8, and that at that time they made no complaint of any kind, and entered no protest as to the testimony they were reported as giving. It is thus evident that the denial was a pure afterthought on their part, only made when my report itself was printed and they for the first time realized the damaging nature of their own, undoubtedly truthful, testimony.

Now, I will turn to the statements to which the Postmaster-General has also given currency, that answers were made for these men in the stenographic report of the testimony as taken by me, or that they were not given a chance to explain their evidence. Postmaster Johnson thus says: "When I would explain anything they would not put it down; it was not put down by the stenographer." That this is a mere gratuitous untruth is sufficiently shown by the fact which I have already pointed out, that Mr. Johnson was given a copy of his testimony, and that he returned it without advancing or offering to advance any explanation whatsoever. Had he chosen to he could have done this, and we would have printed it exactly as we did print the two letters of Marshal Airey. The witness who most directly makes this charge is Mitchell, the elevator man. As it happens, his testimony was taken by Mr. Wilkinson, the official stenographer of the orphans' court in Baltimore. I herewith submit the original transcript, forwarded to me from Baltimore by Mr. Wilkinson, together with his letter transmitting the same. You can see that each sheet has his name on it, and you can see that it has not been tampered with in any shape or manner. I had never seen Mr. Wilkinson before in my life, and I have never seen him since that day, and the Commission has never had any connection with him whatsoever; so that any alteration of the testimony on his part would have been absolutely motiveless. But the delightful part of it is that this same witness, Mitchell, also testifies under oath that in his examination before me he falsified the truth, because he didn't think I had any right to ask him questions. Be it remembered that he then told untruths to his own disadvantage, as he claims. In other words, Mr. Mitchell tries to explain away his original statements, first by saying that the answers weren't his, and next by saying that he did not tell the truth when he made them. I am quite unable to say how the Postmaster-General could have permitted this man to remain a day in office after he had made such statements, entirely independent of the fact that he was undoubtedly guilty of violating the law, as he confessed in his original testimony.

Postmaster Johnson may be disposed of very summarily. In his letter to the Postmaster-General he gives a very fair gauge of his mental capacity by his statement that I ought to have accorded the accused a trial by jury—for this is what his statement means, if it means anything, which I very much doubt. The mind that can seriously entertain and advance such a proposition is, to say the least, a curious one. Mr. Johnson's statement, however, makes it evident that I was too lenient with him in my original recommendations. In behalf of his office he and his allies, the inspectors, in substance, advanced the proposition which the Postmaster-General himself sanctioned by his action, that two defenses could be made: First, that he had taken care specifically to warn all his subordinates

about violating the law, and had thus called their attention to it, and second, that his subordinates knew nothing about the law and never had their attention called to it, and so were ignorant that they were violating it. I should think that even Mr. Johnson could see that one of these defenses necessarily excludes the other. If his subordinates are to be excused on the ground that their violations of the law were merely technical, and were committed in ignorance, then Mr. Johnson's plea that he had taken all proper steps to warn them can not possibly be entertained. It is perfectly evident, as I said in my report, that Mr. Johnson, though he nominally forbade his office being used to influence the primary election, took no steps whatever to see that his order was carried out, and that if he read any daily paper in Baltimore he must have known that as a matter of fact his order produced no effect whatsoever. Such being the case, all that could be urged on his behalf was that it was his first offense; that he was sorry for it, and would take steps to see that it did not occur again. When, however, he denies that it was an offense at all, and upholds all the men of whose wrongdoing he has become officially cognizant, although this wrongdoing was proved beyond a shadow of doubt, he makes it evident that he must have sinned with his eyes open, and would sin again if he got the chance. Such being the case, if I should now rewrite my report, I would certainly recommend his dismissal.

Mr. Johnson states that we told Pearson that as far as we knew there was nothing against him, and afterwards recommended his removal, omitting to mention the intervening fact that Mr. Pearson was caught in a flagrant falsehood, as was Mr. Webber. Both of these men lied, as their testimony shows, and were evidently trying to conceal the facts. Their cases were similar to that of Ray. The witnesses Perine and Glass were never examined by us, for the good reason that they never would come before us when we sent to summon them—whether through their own fault or through the fault of the post-office officials who should have given the messages—and we did not feel like letting them off when all their companions in the same deeds who did actually appear before us were recommended for dismissal. The atrocious falsehoods of Mitchell and Read and to a less extent of Hammel, in their testimony before the post-office inspectors, makes it evident that my original recommendation for the removal of these men was eminently proper, and that they were not entitled in any way to mercy, as I said at my last appearance before the committee might possibly be the case.

The Postmaster-General says once and again that he is not and has not been antagonistic to the Civil Service Commission. I regret to state that I most emphatically dissent from this statement. Many of his actions toward the Commission during the past two years seem to be explicable only on the ground of dislike of the Commission, and of willingness to hamper its work. If the Postmaster-General so requests, I will submit to the committee the letters, reports, and other documents on file in our office, on which this statement is based; and indeed the Postmaster-General's approval of the report of his inspectors and his testimony before this committee justify what I say.

I have already stated that one of the astonishing features of this case is that in large part the Postmaster-General's statements are refuted and mine corroborated by the very testimony taken by his own inspectors, upon which he rests his case. It seems to me that the Postmaster-General himself can not have read this testimony, and that the inspectors made their report without the least reference to it. I submit herewith extracts from it. I recommended the removal of 25 men; 3 of these men, Pearson, Webber, and Ray, had lied in my original investigation. Disregarding these, we have 22 left. No less than 17 should be removed simply on the testimony submitted by the Postmaster-General himself. In the first place, Messrs. Biddleman, Fensley, Smith, Pfeltz, and Bond admit perfectly frankly, and in so many words, that they had violated the law, their testimony being, if anything, rather stronger than their testimony as taken before me, excepting that they advance the futile theory that they contributed as Republicans and not as officeholders. They state explicitly that they met in the house of Smith, the letter carrier, at a meeting composed purely of officeholders, and that they then paid, and Smith received, various sums of money to be used for political purposes, to influence the result of the primary.

Messrs. Thiess and Gibson, who were also present at this meeting and agreed to pay, state that they did not actually give their money to an officeholder; but this does not relieve them at all, the only difference being that whereas the first five were guilty under section 14 of the act these are guilty under section 11, as by taking part in that meeting they were undoubtedly guilty directly or indirectly of soliciting or being concerned in soliciting the contributions for political purposes given by their companions. Wilson likewise testifies quite as explicitly as before me that he gave $5 to the letter carrier, Henry Martin, to be used for the expenses of the election. Gladfelter also testifies explicitly that he gave $5 to his fellow employee, John Bell, as his contribution toward the expenses of the election, advancing merely the excuse that he did not consider such a primary election as being political in its character, inasmuch as it was only to elect delegates to a Republican convention, and as he merely contributed as a Republican. Mr. Bell is thus convicted on Mr. Gladfelter's testimony, and he acknowledges receiving the money from Gladfelter, advancing the evidently false excuse that he thought it was only for club dues. In his original testimony before me he made no such excuse.

More than that, Mr. Bell is explicitly convicted by the testimony of Mr. Sewall Plummer, which I herewith append also, and which was contained in the testimony taken by Mr. Wanamaker's inspectors, although he makes no allusion to it in the abstract he has supplied this committee. Plummer *explicitly testifies that* Bell called on him in the custom-house and requested a subscription from him to

pay some of the expenses of the primary election. Mr. Bell's guilt is therefore perfectly clear, and he is deprived of the excuse of ignorance, by the postmaster's statement, in Appendix A, of his letter, where it is stated that Mr. Bell had been warned not to take part in collecting assessments, or violate the law. The witness Tweddle testifies that he nimself subscribed some money for use in the primary elections, advancing of course the usual excuse that he did not understand that a primary was a political meeting, and that he contributed as a Republican and not as an officeholder. Mr. Tweddle, in his original testimony before me, said that he had handed this money to the officeholder Sultzer, and Sultzer testified to the same effect. They now testify that Tweddle handed it to an outsider who was sitting at the same table with Mr. Sultzer, and that after some moments' conversation this outsider, in the presence of Tweddle, handed it over to Sultzer. Evidently Tweddle and Sultzer believe that this clears them of violating the law, but of course it has no such effect. The provision of the statute explicitly forbids one officeholder to give money to another "directly or indirectly," and to hand the money to a nonofficeholder sitting at the same table with the officeholder, to whom he immediately turns it over. is too palpable an evasion of the law to merit serious attention.

Tweddle also testified that Perine, Hammel, Birmingham, and Richardson gave him $5 or $10 apiece, which he took up and contributed, through the outsider, to Mr. Sultzer in this way. He says he merely acted as a messenger in the matter; but of course this again would not relieve his case in the least, even admitting his statement to be true, which I do not believe. He also testifies that he saw Holtz put down his money on the table around which Sultzer, Holtz, and Tweddle were seated with the outsider, this money being part of that which was at that time turned over to Mr. Sultzer. Holtz says he contributed $10. On Mr. Tweddle's statement, therefore, all these men are guilty; and indeed Hammel, Perine, Richardson, and Birmingham merely offer as an explanation that they were contributing vaguely for the club, or for dues, or for a banquet. There is no attempt to explain why this money should have happened to be contributed for dues just as the primary was about to take place; and as a matter of fact it appears from Tweddle's and Sultzer's own testimony that it was not used for any such purpose, but that it was turned right over to Sultzer for use in the primary elections. It is, of course, quite impossible that each of these men would have happened by mere chance to give Mr. Tweddle sums of money for purposes which they did not know at the very time that the elections were about to take place.

Perine says he gave his $5 for a banquet. Foutz says he gave $3 for a banquet. There is no attempt to explain why a banquet, which usually costs so much a plate, should have been arranged this time on the principle of allowing any one to contribute anything he liked toward it whether he attended it or not. Foutz, in his testimony before me, only said that he was to contribute a few dollars to the banquet. All the men I have named so far, with the exception of Foutz, can therefore be convicted simply on the testimony submitted by the post-office inspectors themselves.

We now come to the cases of Mitchell, Read, Martin, and Glass. These are the men who advanced the pool-table excuse. It will be remembered that Martin advanced this excuse to me originally, but not until he had been clearly convicted on the testimony of Wilson and Mitchell. Glass we could not get to attend before us, and he must stand or fall with the rest. Martin reiterates his original testimony. Mitchell and Read both, however, announce that they told untruths before me, Mitchell using practically these very words, Read simply contradicting his own former testimony. They now state that the money they subscribed or agreed to subscribe, which before me they testified was to be used for political purposes, was really to be used for the purchase of a pool table.

In the first place, it is not worth while to discuss whether the statements of these men made in their own interest now shall be taken against their statements made against their interest at the time, they having nothing to offer now as a reason for the change except that they uttered falsehoods because they did not think they ought to be asked such questions. In the next place, the witness Wilson, who was implicated with them in the same transaction, distinctly reiterates his previous testimony, contradicting them flatly. These men also are therefore certainly guilty.

It thus appears that all these 25 employees are unquestionably guilty, precisely as I stated in my original report, and that Postmaster Johnson himself is likewise guilty, and is undeserving even of the leniency with which at the time that I made my report I thought it possible he might deserve to be treated. If the honorable Postmaster-General takes issue with any of the statements that I have made to-day I shall be delighted to meet him before this committee and make good every statement I have advanced, and I shall be particularly interested to find out what explanation he can advance as to why the 17 men I have named above should not be considered guilty even on the testimony taken by his own post office inspectors.

In conclusion, I wish to call your attention to the evidence of the assistant postmaster, Mr. Kurtz, wherein he expressly declares that the primary we speak of was merely a contest between the "ins" (under Johnson and Airey) and the "outs"—the parties who had gotten office, and the parties who had wished it and failed to get it. This amply corroborates my statements of what the struggle in the primaries was, and explains clearly why the post-office was used to influence them. I also wish to state how pleased I am that the Postmaster-General should emphatically say that he believes in having written charges submitted against any accused person, said accused person being given opportunity to be heard in his own defense. Judging from the multitudes of complaints we have received, especially from railway-mail clerks who were discharged about the time the classification was extended to

cover that service, this has not been the custom in the Post-Office Department. It was the course that was followed in this investigation. The men were all before us to be heard in their own defense, and the charges against them were not only written but printed. Having failed to make any effective defense at all, and the charges being perfectly clear and specific, and their guilt proved beyond shadow of doubt, it is clearly the right thing to do to remove them, and also to remove the postmaster at Baltimore and the two inspectors who reported upon the case.

[Extracts from testimony taken by post-office inspectors at the Baltimore post-office in the matter of political assessments.]

TESTIMONY OF R. D. C. BOND (pages 64-73 of typewritten testimony).

Q. Now, Mr. Bond, state what you know of any contributions made by employees of the post-office to any Federal employee in this city, to be used for political purposes on the occasion of the primary elections held here on the 30th of last March.—A. Well, sir, the only one that I know of was myself; there were a great many of them that were there.

Q. Understand the question: Any employee in the employ of the Government receiving contributions, or any employee who paid them to another employee?—A. I understand the question. I gave $10, but who I gave it to I could not say; there was some fifteen or twenty men in the room at the time.

* * * * * * *

Q. Were there any parties present except officeholders at that meeting?—A. I could not tell you that; there was some ten or twelve people there I never saw before.

Q. Whose house was it?—A. At Mr. Smith's house; I saw him there.

Q. What ward?—A. Sixth Ward.

Q. Can you mention the names of all those that were there?—A. About the only ones I knew of that were there were Captain Biddleman and Mr. Fensley, Smith, Kimball, Pfeltz, and Theiss.

Q. What conversation occurred between you as to what amount of money each should give?—A. There was no conversation at all.

Q. Simply volunteered to donate for the expenses of the primaries?—A. No, sir; it was not for the primaries; it was mentioned to pay the legitimate expenses of the ward.

Q. The expenses attending that primary election?—A. For advertising, etc.; yes, sir.

Q. With a view to the coming election—this was before the election?—A. Yes, sir.

Q. Did you hear anything said there about Mr Fensley or Mr. Biddleman and Mr. Smith being a committee to spend this money?—A. The chairman appointed those men, who received the money.

Q. Do you know who finally took it before you left?—A. Mr. Smith; Mr. Smith is the man who took the money.

Q. Do you know now whether he did absolutely receive the money that was contributed that night?—A. The only money I seen go to Mr. Smith was this money that I handed, and then I loaned Mr. Biddleman $10 and he got that.

Q. As a matter of fact, then, Mr. Smith did receive the money from you gentlemen that were there that night at his house?—A. Yes, sir.

Q. What position does Mr. Smith hold?—A. He is a carrier.

Q. Do you know him?—A. Yes, sir.

Q. Did you know him then?—A. Yes; I have known him all along. He is the secretary of the Sixth Ward club there; he has been for some time.

Q. The names that you have mentioned, are they all you can remember as having been there and contributed money?—A. I can't say whether they contributed or not. The only one I can speak for that I seen contribute was Captain Biddleman and Mr. Fensley and myself; I seen some other money handed around.

Q. And that there yourself and Mr. Biddleman and Mr. Fensley, whom you recollect, and others whom you do not recollect, contributed money to the Sixth Ward Club to defray the expenses of the campaign, of the primaries, and that this money was contributed to Mr. Smith—he collected?—A. Yes, sir; he got the money; he received the money.

Q. You paying $10 and Mr. Biddleman $10, which you loaned him?—A. I think Captain Fensley—Captain Fenseley paid $10, as near as I can recollect.

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Q. Mr. Bond, can you tell the Commission the purpose for which this election was held? And if so, state all the facts in relation thereto of your own knowledge.—A. It was a district election to send delegates to the State convention.

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Q. It was a convention of Republicans, held at Raine's Hall, in Baltimore?—A. Yes, sir.

* * * * * * *

Q. Such a choosing or electing of delegates as took place on the 30th of March had to be provided for by the Republican party in this State?—A. Yes, sir.

Q. Was it possible to hold that election without incurring some expense?—A. No, sir.

Q. How had that expense to be provided for?—A. Well, the Republicans of the ward had to pay for it, or the officeholders; somebody had to pay for it.

Q. I understand, then, that the expenses for the holding of this election had to be borne by the Republicans of the respective wards?—A. Yes, sir.

Q. Will you tell the Commission in what character you made your contribution; that is to say, whether as a Republican or as an officeholder?—A. As a Republican, sir.

* * * * * * *

* * * A. This man Kimball was appointing a committee when I gave my money.

Q. It went right from your hands; Smith was not sitting next to you, was he?—A. No, sir.

Q. You handed it to somebody else, and he handed it to Smith?—A. Yes, sir.

Q. Who handed it?—A. I don't know; it was handed to Smith after he was appointed, and then the three said he should be treasurer of this money afterwards, and they made Smith the treasurer.

* * * * * * *

Q. You have said that you were not aware that you were violating the civil-service law by making the contribution in question. I ask you now, did you understand that the contribution made for the purpose for which this was made was a violation of the civil-service law?—A. No, sir.

Q. Did you understand it was for political purposes?—A. Oh, yes.

Q. You thought it was for political purposes?—A. Yes, sir; for the ward there.

TESTIMONY OF DANIEL W. PFELTZ (page 129).

Q. Now state what you know of any contributions made by any employee of the Post-Office Department to any Federal officer or employee in this city to be used for political purposes on the occasion of the primaries that were held on the 30th of last March.—A. I could not say positively as regards anyone paying money to any officeholder; there was money handed around in the room and I could not say to whom it was given.

Q. Was that on the occasion of the meeting that you attended at Mr. Smith's?—A. Yes, sir.

Q. What is your ward?—A. Sixth Ward.

Q. Was Mr. Smith an employee of the post-office?—A. Yes, sir.

Q. What is his first name?—A. Charles.

Q. Who attended that meeting?—A. Well, there was the gentleman of the house, Mr. Smith; well, there were several others I could not quite recollect at present; I could state some of them. There was Mr. Theiss and Mr. Bond.

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Q. Did you pay anything that night?—A. I subscribed $5.

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Q. What was done after he (Mr. Kimball) was made chairman?—A. Well, he was made chairman of the meeting and he called the meeting to order; he stated the meeting was called for obtaining money for ward purposes.

Q. For the purpose of defraying the expenses of the primary elections, did you understand?—A. For an election. I didn't consider it the primary election.

Q. For an election that was to be held on the 30th of March?—A. Yes, sir.

Q. Tell me exactly what took place at that meeting as nearly as you can recollect?—A. Well, each gentleman in the room then subscribed so much money; some $5, some $10, some $2, and some of them none. After that was done it was suggested that we appoint a committee to take charge of those funds, and Mr. Fensley and Mr. Smith were two.

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Q. Who took a memorandum of the subscriptions that were made?—A. Mr. Smith.

Q. Was he not the man also who was collecting the money that was paid in?—A. I don't know whether he received the money just then or not, but after there was a committee appointed he was appointed one of the committee to take the money.

Q. Well, did he take it?—A. After the money was subscribed he took the money.

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Q. You say you subscribed $5, but didn't pay it that night?—A. No, sir.

Q. Who did you pay that to?—A. I gave it to Mr. Smith.

Q. This same Mr. Smith?—A. Yes, sir.

Q. The letter carrier?—A. Yes, sir.

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Q. Then, as a matter of fact, you didn't tell the truth when you said (to the Commission) that you gave it to Charles Smith, who was engaged in the jug business on Gay street?—A. I am under oath now, and I propose to tell what is the fact.

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Q. Were you laboring under the belief that because you were not a classified employee you didn't come under the civil-service rule; is that your idea?—A. That was my idea, positive, as I am under oath.

Q. And your idea also was, when this matter was going on, that this was not a primary election as contemplated by law?—A. No, sir.

Q. That it was a matter entirely inside of the Republican party, and therefore a family matter and not having a political bearing?—A. Yes, sir.

* * * * * * *

Q. I understood you to say that the chairman announced that the money to be raised at that meeting was for campaign purposes or legitimate purposes, that was the expression?—A. It was for the purpose of defraying the expenses of the ward, such as elections, and the like.

Q. I understood you to say it was for legitimate expenses?—A. I judge that was legitimate.

Q. What did you understand the legitimate expenses to be?—A. Such as the payment of room rent and the like of that; men who served in the capacity of clerk and judges—they want consideration for their services.

TESTIMONY OF E. GLADFELTER.

Q. Did you pay any money to John Bell at any time just prior to the elections?—A. Yes, sir; but not for political purposes.

Q. How much did you pay him?—A. I paid him $5.

Q. Where did you pay him that money?—A. Well, I contributed in the corridor of this building, in the basement.

Q. Mr. Gladfelter, for what purpose did you give Mr. Bell this $5?—A. Well, there was an election to be held to elect delegates to a district convention. They were to elect delegates to a State convention to ratify the constitution of the Republican party in Maryland, and consequently I don't consider that I gave it for political purposes. There were necessary expenses to be defrayed, and being a Republican I felt it my duty to contribute toward the defraying of those expenses. * * * I knew there were expenses originating from this, and I gave it to help these expenses, such as room rent, and paying for the tickets, and such as that.

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Q. How did you come to select Mr. Bell as the man to give that money to?—A. I think I answered that question once before, didn't I? As I was not acquainted with Mr. Allert, the president of the ward, I gave it to Mr. Bell to be turned over to him as he was the most convenient one; I was acquainted with him.

Q. Did you instruct him what club that was to go to?—A. No, sir; I thought it was perfectly understood.

Q. What did you say to him when you gave it to him?—A. The only thing I said to him was, "Here is $5, Mr. Bell, that I contribute toward this election."

TESTIMONY OF JOHN A. BELL.

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Q. There was a primary election held, however, on the 30th of March last?—A. There was a primary election held on the 30th of March last.

Q. Tell me what you know about the raising of any funds by any officer?—A. I know nothing more than that there was a party of men come together in the ward and decided to make a collection to defray the legitimate expenses of the ward.

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Q. If there was any money that passed between you and Mr. Gladfelter, state all the facts and details about it.—A. I very distinctly remember of Mr. Gladfelter coming to me and handing me a five-dollar bill to give to the treasurer of our organization in the ward.

Q. When was that?—A. Well, I really couldn't tell you the time, but it was some days previous to the primaries you are talking of.

TESTIMONY OF J. B. TWEDDLE.

* * * There was no money actually given by one employee of the Government to another; the money was given altogether in a different way from the way the testimony reads taken by Mr. Roosevelt.

Q. Now, just state exactly how it was done.—A. Well, a meeting was held in the club room. * * * There was going to be, what I said before, what might be called a primary, but it was not a primary; that is, in the full sense of the word a primary. There was one or two, or may be three or four, who said probably they couldn't get up to the meeting that they were going to hold later on, and they asked if one or two men would be kind enough to take this money up and give it to the treasurer of the club; you might call it a carrier to take the money up. It was not to be given to them for the use of a primary or anything of the kind. It was not to be used at all for that. I was one of the two or three that offered to take this money up to the club for those that couldn't go there, and one or two of them met me at the city hall, where you get on the cars, and said to me: "John, will you take this money up to the club to-night; we can't get there?" I said, "Yes; I will take it up for you." I had no authority over that money to use it myself or to do anything else with it except as a carrier to take it up to the club, which I did, and turned it over to Mr. Short, the treasurer of the club. When the money was turned over there was three of us sitting there together, Short, Sultzer and myself. I turned the money over to Mr. Short; and as I done that one of the party there present, I don't remember which it was—there was several there, one or two officeholders and the rest members of the club—said, "Well, who will distribute this money and take charge of this thing;" and somebody mentioned Mr. Sultzer, and after some arrangements Mr. Short turned this money over to Mr. Sultzer.

Q. Who were the men that gave you the money to take up to the club?—A. * * * There was a man named Richardson and a man named Birmingham and a man named, I believe, Hammel.

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Q. How much did each one give you to give the treasurer?—A. I believe Hammel and Birmingham gave me $5, and I think Richardson gave me $10.

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Q. What amount did you give him yourself?—A. Well, they figured up as far as they could what the expense would be, and I gave, to make up the balance, $1. I was to give $5; the other $4 I didn't give to anybody at all. He said he didn't want it; he said if he wanted it he would call upon me. We didn't have any primaries in our ward; it was broken up by the other faction. Our clerk who was for us was thrown out of the window. We had a little money, as the primary didn't come off, and we thought it best to buy this clerk a new suit of clothes and fit him out. His clothes were all torn to pieces, hat and all, and I gave the other $4 to help buy this man a suit of clothes.

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I think it was the duty of an employee to help sustain the Administration. I would give it without anybody asking me.

Q. This money was given to you by the employees of the post-office to be taken to Mr. Short, the treasurer of the club; what did you understand that money was for?—A. I never inquired from each individual what he intended to give that money for at all. It was none of my business what they intended it for. They asked me to take it up for them, just as I would accommodate anyone else. It may have been given for club dues, it may have been given for the expenses of the primaries. I don't know exactly what it was given for.

Q. You gave only $1 yourself, as I understand?—A. Yes; that is all. I was to make up the amount what they wanted.

Q. What was that $1 for?—A. That I gave to Mr. Short, and he was, I suppose, going to use it for the primaries; I never asked him any question about it.

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Q. You say that you know nothing whatever of the money passing to Mr. Sultzer; did I understand you to say that?—A. I stated that I gave the money to Mr. Short and that he then, after we talked it over, there was several of us there, everyone asked that Sultzer spend the money, and Short did turn the money over to Mr. Sultzer. The money did not go directly from me to Sultzer.

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Q. (Page 38.) Mr. Tweddle, with regard to the money that night that might have been used by this club toward the primaries, was that money to be used in the interest of any one faction, or was it for the purposes of paying the legitimate expenses of the election?—A. The money that was used in our ward was used to defray the expenses of that primary to be held to elect the ticket that was nominated in the open ward meeting.

Q. Now, then, what specific uses was that money for; for renting the room and paying the tickets, etc., or what was it for?—A. I judge it was for that. I had nothing to do with that, but I suppose it was.

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Q. This $1 that you say you contributed to the primaries was for the purpose of paying these legitimate expenses that necessarily had to be paid?—A. Yes, sir; that was to make up what they thought they would need, and the other $4 of course I would give at any time, but it was not needed, and I afterwards gave it to help pay for the suit of clothes.

Q. Tell the Commission, Mr. Tweddle, whether you paid this $1 because you were a Republican or because you were an employee in the post-office; what prompted you to pay it?—A. Because I am a Republican, and always will be.

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Q. Do you remember a man named Ed Perrine handing you $5?—A. He may have given me that to take up for him, but I don't recollect. Let us see, how was that; I believe he did give me $5 and asked me to take it up for him. He either done that or asked me to go up with him, I don't remember which it was; I think, though, he did ask me to take it up for him.

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Q. Did Holtz pay you any money?—A. No, sir; he didn't pay me any money. Mr. Short was sitting at the table, and Sultzer and me and Holtz was sitting in there, and Holtz laid his $10 right down on *the table.*

TESTIMONY OF HENRY L. THEISS (page 314).

Q. Do you remember just previous to the primaries of a meeting that was held at the house of a man by the name of Charles Smith, a letter carrier?—A. Yes, sir.
Q. You live in the Sixth Ward, do you?—A. Yes, sir.

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Q. Give us a history of what occurred at that meeting.—A. I could'nt tell you exactly all who were present.
Q. Give me now as nearly as you can get at it.—A. Mr. Biddleman. Mr. Smith, Mr. Gibson, Mr. Kimball, among others, were there.
Q. Was Mr. Pfeltz there?—A. Yes, sir.
Q. McGann?—A. Yes, sir.
Q. How many were there, to the best of your judgment?—A. * * * I suppose about 15.
Q. Were you acquainted with all of them?—A. Yes, sir; with very nearly all.
Q. Were they all parties who held Government positions?—A. Yes, sir; I think they were.

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Q. Tell us what occurred at that meeting.—A. Well, sir, as nearly as I can tell you Mr Kimball was the presiding officer of the meeting. He got up and stated that the meeting was called—he supposed that all knew what that meeting was called for—to pay the legitimate expenses of the primaries.

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Q. Did you give anything on that occasion?—A. Not on that occasion; no, sir.
Q. Did you agree to give anything?—A. I agreed to give; yes, sir.
Q. How much?—A. Three dollars.
Q. Did you give it?—A. Not at that time.

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Q. Do you know whether everyone who was there contributed or promised to contribute?—A. All with the exception of Mr. Kimball.
Q. What was this money contributed for?—A. To pay the legitimate expenses of the primaries.

TESTIMONY OF JAMES WILSON (page 385).

Q. Did you pay any money to Martin?—A. I gave him some money to give to a man by the name of Pfeifer.
Q. How much did you give him?—A. I gave him $5.
Q. What was that for?—A. There was a ward meeting and I paid it for the ward meeting.

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Q. Did they tell you what this $5 was for, for what purpose it was to be used?—A. For the expenses of the election.
Q. Were there any other employees of the post-office at that meeting other than Mitchell and Glass and Martin?—A. There might have been, but I didn't know them.

TESTIMONY OF CHARLES G. SMITH.

Q. Do you remember, Mr. Smith, the primary election held the 30th of March last, in this city?—A. Yes, sir.
Q. We have received information as to a meeting that was held ten days or two weeks before the 30th of March, at your house. * * * Was it the understanding that anybody else was to be there besides the officeholders of that ward?—A. No, sir; outside of Mr. Fields.

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Q. As nearly as you can remember, who were present—who were there at that meeting?—A. Mr. Kimball was present at that meeting; Mr. Chapman I hardly remember; Mr. Biddleman was there; Mr. Bond was there.
Q. Was Mr. Theiss there?—A. Yes, sir; Mr. Theiss was there.
Q. Mr. Gibson?—A. Yes, sir; he was there; Mr. Pfeltz and Mr. Fensley.
Q. Now, tell me exactly what occurred at your house.—A. * * * We met together; we went around to my house; and somebody made a motion that somebody take the chair and be presiding officer of the meeting. He did so, and made quite a speech, stated the object as he thought what that meeting ought to be, and of what action we would take in the coming campaign: that is, the primary campaign, and presumed if we saw fit to contribute a little money toward the necessary expenses of that election we could do so. Afterwards a motion was made and adopted that a committee of three be appointed to take charge of any money that should be contributed that night or later, to see that it was properly expended, have a supervision of it, and see that it was turned over to the proper parties. Mr. Kimball appointed on that committee myself and Mr. Biddleman and Mr. Fensley. There was nothing in particular done, only Mr. Kimball asked us if we were ready to make a little contribution. We were ready, some of us, and we laid down our money on a buffet in a corner there; and then the question came up what to do with this money. There was nobody to take charge of the money—they had appointed no treasurer. Then a motion was adopted that I take charge of it until I saw Mr. Fields, who was not there, which I did.

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Q. Did they take a list of those who were willing to give, but didn't have the money with them; did your committee take a list of them?—A. I don't remember whether we did or not, whether we took a list or not.
Q. Did anybody keep a memorandum of the meeting?—A. I did a little for myself.
Q. What was the record you kept of that meeting; what does it show?—A. I could not tell you; I could not remember it all.
Q. Did you not put down the amount that each one subscribed?—A. Yes, sir.
Q. You put that down on your record?—A. Yes, sir.

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Q. You kept an account, did you not?—A. I kept an account of those who were present and said they would give me some little; I kept their names on a slip of paper.

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Q. Was there anybody present at that meeting that night but employees of the Government?—A. No, sir.

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Q. You mean that you paid this money?—A. Personally handled it myself and paid it out? No, sir; Mr. Fields paid the money.

Q. Why do you say you paid out every dollar of it?—A. I mean that Mr. Fields—I hardly know; I I do know, too—I mean this way, the same as I answered the other question before, that Mr. Fields was responsible to me and I was responsible to these people who contributed this money, and I thought it was not necessary to say that Mr. Fields expended it; that Mr. Fields expended it and I merely—I seen the money expended and seen it properly expended.

TESTIMONY OF CHARLES W. HAMMEL.

Q. You state that you gave Mr. Tweddle $5?—A. Yes, sir.
Q. You state that Tweddle asked you to do something and you gave him $5?—A. Yes, sir.
Q. What did Tweddle say this money was for that he asked you for?—A. He didn't say a word to me what it was for or anything else.
Q. But he did ask you for $5; was it for $5 on any specified sum, or to give something?—A. He didn't actually ask me for it at all.
Q. He didn't?—A. No, sir; I was confused at the time; I might have said he asked me, but I don't think he did.

* * * * * * *

Q. Did you understand that he was a sort of collector for the club?—A. No, sir. He used to be secretary at one time for the club, and of course when the election first came off he was defeated for reelection.

* * * * * * *

Q. Did you not understand when you gave this money to Tweddle, this $5, it was to be used for the expenses of the primary elections?—A. No, sir.
Q. Do you know it now?—A. Of course; there has been so much talk over it, I suppose that was what it was to be used for.

TESTIMONY OF J. N. RICHARDSON.

Q. Did you pay any money to the primaries?—A. No, sir; not to the primaries, I didn't.
Q. Did you pay any money to the club about that time, just previous to the primaries?—A. Yes, sir.
Q. Tell me under what circumstances you paid it.—A. I paid $10 to the club to defray the expenses of the ward, whatever the expenses were; what they were I didn't ask. I was not a regular attendant at the club, and I paid it for ward expenses and for the club. They always expect those holding positions to pay that money.
Q. Who did you pay it to?—A. If you will allow me to explain how I paid it——
Q. Tell us all about it.—A. I paid it to——
Q. Mr. Tweddle?—A. Yes, sir.

[Note the ridiculousness of supposing that it just happened by accident that Mr. Tweddle accommodated each one of these various men in a purely fortuitous manner by carrying up his money to the treasurer for him, and the nonsense of supposing that all these men would happen to pay their club dues and banquet expenses at this time; and remember that Tweddle's testimony is explicit that it was given to Sulzer to expend in the primary.]

TESTIMONY OF W. P. BIRMINGHAM.

Q. Did you give any money to Mr. Tweddle?—A. Yes, sir; $5.
Q. Under what circumstances was that given to Mr. Tweddle?—A. It was given for dues, and at that time they had a banquet at the club there, * * * and I knew he lived close around the corner and I asked him to take it up for me.

TESTIMONY OF OSCAR W. GIBSON.

Q. You are acquainted with Mr. Charles G. Smith, a letter carrier?—A. Yes, sir.
Q. Were you present at a meeting at his house held some time before the primary elections?—A. Yes, sir.
Q. Were you asked to contribute at that meeting anything toward the primary elections?—A. No, sir; I was not asked to contribute.
Q. What did you understand was the purpose of that meeting?—A. Well, I supposed the purpose was to raise money for the purpose of the coming election.
Q. Was that what the chairman stated?—A. The chairman said that; yes, sir.
Q. Did you give any money for that purpose?—A. Not there; no, sir.
Q. Did you tell Mr. Smith that you would pay $3?—A. No, sir.
Q. Who did you pay the $3 to?—A. To Robert Fields.
Q. In your examination before Commissioner Roosevelt you were asked the question: "Did you put your name down or just agree verbally?"—A. I agreed verbally.
Q. Then the question was put to you: "Who did you tell you would pay it?"—A. I told Smith.
WITNESS. I might have said that I told it at the meeting. I didn't tell any one particularly who I would give it to.

TESTIMONY OF SEWALL PLUMMER.

Q. Don't you think you felt unduly alarmed when Mr. Bell called on you with this list?—A. I had. * * * When he pulled the paper out of his pocket I didn't know what he was pulling it for. * * *
Q. You do not know what the contents of the paper were?—A. No, sir; no more than to pay some of the expenses of the primary. * * * He stated it was for the expenses of the primary elections. * * *
Q. Was nothing said in reference to club elections?—A. I do not think there was.
[The examiner then made a resolute effort, but in vain, to get him to retract his words.]

TESTIMONY OF MR. KIMBALL (page 639).

As soon as I took the chair I asked them the object of the meeting, and Mr. Biddleman said the object of the meeting was to raise money for the primary meeting to carry on the primaries. * * * Then I think Mr. Biddleman made a motion that a committee of three be appointed for that purpose. * * * I appointed Mr. Biddleman, Mr. Fensley, and Mr. Smith. * * * The committee proceeded to raise money. * * * They pretty much all paid excepting myself. * * * The money was paid over to Mr. Biddleman. * * * I think all but four or five of the men who were there paid their money there.

TESTIMONY OF MR. SULTZER (page 622).

Q. Was there any money raised at that meeting for the purpose of defraying the expenses of the primary election?—A. Yes, sir.
Q. Did Mr. Tweddle contribute anything at that time?—A. Yes, sir.
Q. Do you recollect how much?—A. I think it was in the neighborhood of $50.

TESTIMONY OF MR. FENSLEY (page 710).

I contributed $10. I handed it to a gentleman on the right.
[There were none but officeholders present; see testimony of Bond, Smith, Pfeltz, Biddleman, etc.]

TESTIMONY OF MR. HOLTZ (page 254).

Q. You are familiar with the general provisions that are contained in that law, that it was illegal and unlawful for one employee of the Department to contribute money to another, or solicit contributions for political purposes, were you?—A. Yes, sir; I was aware of that. I was told that much, at any rate; and of course I was very careful not to violate the law. * * * I gave $10 * * * to be used to defray any necessary expenses of the ward.

TESTIMONY OF F. A. KURTZ (page 792).

At the time of these primaries there were two well-recognized factions in the Republican party. They were universally known as the "ins" and the "outs." By that I mean gentlemen who applied for the appointment of offices, and were successful were styled the "ins." Those who had applied and were disappointed were styled the "outs." * * * The "outs" naturally arrayed themselves under the style and title of Henderson men, and the "ins" naturally took the name of Johnson and Airey. * * * Those that were not successful and their friends who had been promised office under them immediately arrayed themselves as * * * [an] opposition.

Mr. BOATNER. Did you observe whether the inspectors in their investigation asked leading questions?

Mr. ROOSEVELT. Yes, sir; I think half their questions were leading questions. But I do not complain in the least of their asking leading questions.

Mr. BOATNER. On this page at which I am now looking all of the questions but one are leading questions.

Mr. ROOSEVELT. I did not make any complaint as to that. I want it distinctly understood that in all my investigations I will ask leading questions right straight along.

The Postmaster-General never answered Commissioner Roosevelt by letter or by appearance before the committee, and never made any attempt to justify his attitude. The committee reported as follows:

*Report of House Committee on Reform in the Civil Service in the Baltimore case.*[1]

The Select Committee on Reform in the Civil Service beg leave to report to the House upon the following resolution, which passed the House on April 19, 1892:

APRIL 19, 1892.

Whereas in May, 1891, Mr. Theodore Roosevelt, Civil Service Commissioner, after a careful and extensive investigation concerning political assessments and the use of official influence in the Federal offices to control elections in Baltimore, reported to the United States Civil Service Commission the following conclusions:

1. That a number of Federal officeholders took an active part in the primary elections of the Republican party.

2. That considerable sums of money were raised by the officials, partly contributed by themselves and partly by their fellow-officials, and were spent by certain of their number, chosen for the purpose, in paying the political expenses in these elections.

3. That certain of these officials, by their own testimony, admitted that they had violated the statutes of the United States touching the civil service, the punishment, upon conviction of said violations, being dismissal from office and fine and imprisonment; and

Whereas in view of these violations of law, Commissioner Roosevelt recommended the removal of certain officials specified by him as guilty of such violations of law, and his findings and recommendations were concurred in by the whole Commission in a report addressed to the President; and

Whereas resolutions have recently been adopted by the Civil Service Reform Association of Maryland, calling attention to the fact that, so far as is known to the public, no official action whatever has been taken in consequence of this report:

*Resolved*, That the Select Committee on Reform in the Civil Service is hereby directed to investigate and report to the House: (1) Whether all or any of the officials found by the investigation and report of the Civil Service Commission to have violated the law are still in office; (2) whether any of such officials have been indicted or proceeded against in the courts on account of such alleged violation of the law.

The said committee shall have authority to sit during the session of the House, to send for persons and papers, to administer oaths, and to report to the House at any time.

The expenses of this inquiry shall be paid out of the contingent fund of the House, on vouchers approved by the chairman of said committee.

Attest:

JAMES KERR, *Clerk.*
T. O. TOWLES, *Chief Clerk.*

Your committee, in making the investigation directed by the foregoing resolutions, invited the Postmaster-General, the Secretary of the Treasury, the Attorney-General, and Mr. Theodore Roosevelt of the Civil Service Commission to appear and state such facts pertinent thereto as were within their knowledge. They appeared and made statements, which are severally printed as a part of this report.

[1] *House Report No. 1669*, Fifty-second Congress, first session.

The report of the Civil Service Commission referred to in the resolution charged certain employees of the Baltimore post-office and custom-house with violations of sections 11, 12, 13, and 14 of "An act to regulate and improve the civil service of the United States," approved January 16, 1883, and of General Civil Service Rule I, established and promulgated by the President pursuant to the provisions of the act. The sections and rule read as follows:

SEC. 11. That no Senator, or Representative, or Territorial Delegate of the Congress, or Senator, Representative, or Delegate elect, or any officer or employee of either of said Houses, and no executive, judicial, military, or naval officer of the United States, and no clerk or employee of any department, branch, or bureau of the executive, judicial, or military or naval service of the United States shall, directly or indirectly, solicit or receive, or be in any manner concerned in soliciting or receiving, any assessment, subscription, or contribution for any political purpose whatever, from any officer, clerk, or employee of the United States, or any department, branch, or bureau thereof, or from any person receiving any salary or compensation from moneys derived from the Treasury of the United States.

SEC. 12. That no person shall, in any room or building occupied in the discharge of official duties by any officer or employee of the United States mentioned in this act, or in any navy-yard, fort, or arsenal, solicit in any manner whatever, or receive any contribution of money or any other thing of value for any political purpose whatever.

SEC. 13. No officer or employee of the United States mentioned in this act shall discharge, or promote, or degrade, or in any manner change the official rank or compensation of any other officer or employee, or promise or threaten so to do, for giving or withholding or neglecting to make any contribution of money or other valuable thing for any political purpose.

SEC. 14. That no officer, clerk, or other person in the service of the United States shall, directly or indirectly, give or hand over to any other officer, clerk, or person in the service of the United States, or to any Senator or Member of the House of Representatives, or Territorial Delegate, any money or other valuable thing on account of or to be applied to the promotion of any political object whatever.

GENERAL RULE I.

Any officer in the executive civil service who shall use his official authority or influence for the purpose of interfering with an election or controlling the result thereof; or who shall dismiss, or cause to be dismissed, or use influence of any kind to procure the dismissal of, any person from any place in the said service, because such person has refused to be coerced in his political action, or has refused to contribute money for political purposes, or has refused to render political service; and any officer, clerk or other employee in the executive civil service who shall willfully violate any of these rules, or any of the provisions of sections 11, 12, 13, and 14 of the act entitled "An act to regulate and improve the civil service of the United States," approved January 16, 1883, shall be dismissed from office.

In addition to the penalty of dismissal from the service provided by the rule above quoted for violation of these sections of the law, the fifteenth section of the act provides—

That any person who shall be guilty of violating any provision of the four foregoing sections shall be deemed guilty of a misdemeanor, and shall, on conviction thereof, be punished by a fine not exceeding five thousand dollars, or by imprisonment for a term not exceeding three years, or by such fine and imprisonment both, in the discretion of the court.

The Postmaster-General declared that none of the persons whose dismissal from office had been recommended by the Civil Service Commission for violation of the foregoing provisions of law had been dismissed or prosecuted, and gives as his reason for retaining them in the service that soon after receiving a copy of the report of the Civil Service Commission—

The postmaster of the city of Baltimore called upon me and protested against the injustice that had been done him and his force by the Civil Service Commission in holding the investigation without giving him notice and in the manner in which they conducted it, refusing to allow the men whose alleged offenses were being inquired into to have anyone present to represent them, characterizing it as a star-chamber investigation, and asking the Post-Office Department to give the men an opportunity to be heard in their behalf.

The Postmaster-General said further:

After listening to what the postmaster had to say I believed that justice to these men called for a hearing of their case, and I directed an investigation to be made by the post-office inspectors. The board of inquiry was ordered to proceed to Baltimore. It was composed of men appointed under the civil service rules, who were to give public notice in the newspapers asking for evidence from any and all sources, to put the men under oath, and seek in every way to get the whole truth. Those inspectors made a report to the Department in which they declared: "After hearing the evidence from all the witnesses and from the accused, and giving the whole subject thoughtful study and consideration, we are of the opinion that the facts do not justify the dismissal of the twenty-one men, or of anyone, for violation of the civil-service law, as charged." On that report no order has been issued for the dismissal of any person.

From subsequent statements of the Postmaster-General, it appears that he did not dismiss the parties charged with violation of the law on the following inconsistent and contradictory grounds:

(1) The testimony of the men given before the Civil Service Commission was not fairly reported, the examiners frequently answering their own questions and having the answers taken down as if given by the witnesses. The questions asked were leading, and the men were not allowed to explain or have the assistance of counsel.

(2) The men were not under oath, hence acknowledgments of guilt were not reliable and presumably required corroboration.

(3) The men made no acknowledgments of guilt.

(4) The men denied under oath the acknowledgments they had made.

(5) The men did not violate the law. The contributions proved to have been made were to pay the expenses of a primary election and therefore not within the prohibition of the law, and in this he *says he is confirmed* by the opinion of the Assistant Attorney-General for the Post-Office Department.

(6) And finally, that the men being innocent have been sufficiently punished by having charges made against them.

It is singular that the Postmaster-General should have indorsed the idea that men charged with violation of the civil-service law were entitled to notice before any inquiry as to their guilt was entered upon and that they were entitled to the assistance of counsel in the investigation. The rule prescribing that any employee found guilty of having violated the civil-service law shall be dismissed, certainly did not contemplate a regular trial and conviction for such an offense, because such a construction would practically destroy the authority of the removing officer and render it necessary that the party accused should have been convicted under section 15 of the law before his removal could be effected.

The rule is evidently a provision entirely independent of section 15, and established for the purpose of giving a prompt and efficient enforcement of the law. The removal of an employee under General Rule No. I would not interfere with or prevent his prosecution or conviction under section 15, to which the objections of the Postmaster-General would be entirely applicable, it being clear that a party could not be convicted of the misdemeanor referred to in the act except on indictment and presentment and by the verdict of a jury.

The examination of the testimony taken by the inspectors, and upon which the Postmaster-General claims to have acted, shows that neither their conclusions nor his are supported by the statements of the parties implicated. On the contrary, the testimony reported by the inspectors confirms and corroborates fully that taken by the Civil Service Commission. Substantially the same facts, admitted by the parties before the Commission, were sworn to before the inspectors, and the severe strictures and criticisms which the inspectors passed on the work of Mr. Roosevelt in making the investigation are not borne out by any facts stated by the witnesses on that examination.

The acceptance by the Postmaster-General, without further investigation or inquiry, of the report of the inspectors, which, if true, convicted the Civil Service Commissioners of the greatest official misconduct and most dishonorable practices is, to say the least, extraordinary. The charge that the testimony of the witnesses had been incorrectly reported in the Commissioners' investigation could easily have been tested by calling the stenographers who reported that testimony. It appears that they were gentlemen of high character who had no motive to report the testimoney incorrectly, that they transcribed it as published by the Commission without the alteration of their original notes, and that no interpolations of any character have been made in these original transcriptions, which were submitted to and examined by the committee.

The comparison of the testimony reported by the inspectors with that of the Commission shows that the denials upon which the Postmaster-General appears to have laid such stress were made by witnesses who admit that they testified falsely in some matters before the Commission, and therefore their assertions that portions of their testimony are incorrectly reported are entitled to no weight whatever. The complaint of the postmaster at Baltimore that he was incorrectly reported falls when it appears that the testimony was submitted to him before publication and that he made no change or alteration.

The replies of the Postmaster-General to many of the questions propounded by your committee were evasive, and utterly inconsistent with the evidence on which he claims to have acted. In his first examination before your committee he made use of the following language. Referring to the Post-Office inspectors, he said:

I may also add, further, that they based their opinion in part upon the nature of the election; that it was not a national election, nor a city, nor county election, but it was for a convention for making new rules for the Republican party. I do not know whether that is good ground or not, but that was one of the claims that was made, that this was not a regular election in which any candidates were to be elected, or anything of that kind, and on that point they have been confirmed by the opinion of the Assistant Attorney-General for the Post-Office Department and by other authorities.

It appears upon subsequent examination that this opinion of the Assistant Attorney-General was a verbal opinion, and although requested to furnish it to the committee he has up to this time failed to do so. The correspondence on this subject will be found in this report, and will show how the Postmaster-General failed to furnish the committee with any evidence in support of this statement. On his second examination he was asked:

Q. Have you the opinion, in writing, of the Assistant Attorney-General for the Post-Office Department as to whether these acts, if true, are in violation of the civil-service law?—A. No, sir; I have not. That was merely his opinion, submitted, as I stated here before, informally. I have no written opinion from him, but I can get it if you desire. He simply stated to me incidentally, as I might ask Mr. Andrew about the weather.

Your committee doubts very much if any reputable attorney would risk his reputation by giving any such opinion.

The garbled statement of the evidence taken before the inspectors, furnished by the Postmaster-General, shows the desperate straits to which he is driven in the attempt to sustain the action of his inspectors and his own. Thus, in giving the testimony of John A. Bell, with respect to money received from Gladfelter, "that it was handed to him somewhere around the post-office building," he neglects to state that Gladfelter testified that he contributed the money in question to Bell while in the building, and that this statement is not denied by Bell. Gladfelter, while under examination before the inspectors *on this subject*, referring to the $5 which Gladfelter had just admitted he had *contributed, testified as follows:*

Q. Did you instruct him what club that was to go to?—A. No, sir; but I thought it was perfectly understood.

Q. What did you say to him when you gave it to him?—A. The only thing I said was, "Here is $5, Mr. Bell, that I contribute toward this election."

Q. And that is all the conversation that occurred between you and him about the matter?—A. Yes, sir.

This testimony conclusively convicts both Gladfelter and Bell, both being employees receiving a salary from the United States, one contributing in a public building and the other receiving a contribution from a fellow-employee in a public building for a political purpose, all prohibited by sections of the civil-service law which have been quoted.

The testimony of E. D. C. Bond, D. W. Pfeltz, E. Gladfelter, John A. Bell, J. B. Tweddle, Henry L. Theiss, James Wilson, Charles G. Smith, Charles W. Hammel, J. N. Richardson, W. P. Birmingham, O. W. Gibson, Kimball, Sultzer, Fensley, and Holtz, taken before the inspectors and reported (pages 66 et seq. of the appendix to this report), shows that all these parties were guilty of violations of the civil-service law.

The excuses which they attempted to make are transparent evasions, and if recognized by the authorities as sufficient would nullify the law. When compared with the testimony reported by Mr. Roosevelt, the differences are found to be very slight. The examination before the inspectors was conducted by two lawyers, one representing the postmaster at Baltimore and the other the men accused. The questions propounded were in most instances grossly leading, and informed the witnesses exactly of the nature of the answers desired. The inspectors do not appear to have interposed any objection whatever to this mode of investigation, and the whole proceeding shows conclusively that it was organized for the purpose of exonerating the parties if possible. The fact that the men substantially reiterated the acts which they had confessed to Mr. Roosevelt renders it perfectly certain that they have been committed. Had the Postmaster-General been able to show that he had been advised by the Department of Justice that the law did not apply to contributions for political primaries, or had he frankly declared his belief that the men violated the law in ignorance of its provisions, or that he was invested with a discretionary power not to execute the law and had exercised his discretion in refusing to remove these men, there might have been some excuse for his failure to do so, but on the ground stated by him his action indicates either a determination not to enforce the law or negligence therein to the last degree.

We therefore find that the report of the Civil Service Commission, recommending the removal of certain employees in the post-office at Baltimore, was well founded; that the postmaster at Baltimore has not removed any of these parties, substantially by direction of the Postmaster-General; that the report of the inspectors upon which they were retained is unsupported by the evidence taken by themselves, and indicates either complete ignorance of the provisions of the civil-service law or a determination that in this particular case their violation should not be punished.

The Secretary of the Treasury frankly admitted that his attention had not been called to the report of the Civil Service Commission until the resolution under which this investigation is made was adopted, and that he had construed the recommendation of the Civil Service Commission in regard to the men in the customs service as not requiring their dismissal, and that a reprimand was sufficient punishment.

Your committee report, therefore, that all or nearly all of the officials found by the investigation and report of the Civil Service Commission to have violated the law are still in office, and that none of them have been removed for such violations of law, and also that none of such officials have been indicted or proceeded against in the courts on account of such violation of law.

Three of the members of the committee who belonged to the same political party as Mr. Wanamaker made the minority report, in which they approved his course, but did not condemn that of the Commission.

The postmaster has never been rebuked or punished for his action, and is now in office.

Prior to holding this investigation, Commissioner Roosevelt had, in July, 1889, investigated the conduct of this post-office under the Democratic postmaster, then at the end of his term of office. It was brought out in this investigation that 96 per cent of the Republican employees of the office had been changed during the Democratic Administration, that the office had been used to influence elections, and that there had been a systematic assessment of the employees of the office for political reasons.

In October, 1891, it was charged that Postmaster Van Cott and Collector of Customs Hendricks, at New York City, had been implicated in making political assessments in that city. The matter was investigated with the following result, as shown in the report of Commissioner Roosevelt:

## ALLEGED POLITICAL ASSESSMENTS AT THE NEW YORK POST-OFFICE AND THE NEW YORK CUSTOM-HOUSE.

DECEMBER 5, 1891.

To the COMMISSION:

About the middle of October there appeared in several of the New York daily papers statements alleging that there had been an effort on the part of the Republican State committee to assess the employees of the post-office and custom-house in New York City for political purposes. It was stated that a letter had been sent to all of the employees, soliciting contributions, the letter being signed by Congressman Wadsworth, as treasurer, and that on the letter were the names of the State committee, including the name of Mr. Hendricks, the collector of customs, and Mr. Van Cott, the postmaster, who, it was alleged, had, by permitting their names to be thus printed on the circulars, themselves been guilty of indirect solicitation of the employees of the custom-house and post-office to whom the circulars were sent.

A day or two afterwards a notice appeared in the papers that Mr. Wadsworth had stated that his name had been signed to the circulars wholly without his knowledge, and that he, in consequence of having his attention called to the matter, had promptly repudiated through the public press any connection therewith, and had resigned his position of treasurer.

The matter was deemed of sufficient importance to warrant an investigation, and accordingly I was directed by the Commission (as will appear by the minutes of October 21) to proceed to New York and make the investigation. On the 23d of October accordingly I went to New York and visited the New York custom-house. On October 25 I received a letter from Mr. Griffin, the chairman of the Democratic State committee, in reference to these alleged political assessments. This letter was printed in the papers on the morning of October 25, so that I saw it in the public press before I myself received a copy of it. It dealt merely in generalities, stating vaguely that there had been gross violations of the law and that employees had complained to Mr. Griffin about it; not giving the details in any case and not giving the name of a single employee who had complained, nor of a single witness, of any violation of the law. I immediately laid this letter before the Commission, and on the 27th of October wrote an answer, which is herewith appended likewise. This answer was itself printed a day or two afterwards in the public press. In it I stated that the Commission would begin a thorough investigation the moment Mr. Griffin would give us any facts on which to go; and that as far as we could we would guarantee protection to any witness testifying to the truth, and would even go to the length of communicating with the witnesses in advance if necessary, and arranging that their names should not be known to any of the authorities as having volunteered information, but that it was useless to undertake an investigation merely upon anonymous letters. I asked for an immediate answer, pointing out the necessity of beginning the investigation at once if good was to come. If Mr. Griffin really had any facts whatever in his possession upon which to base his complaint, this letter deprived him of all excuse for not forwarding them to us at once. Nevertheless, he made no answer.

When I found I could get no answer from Mr. Griffin, I carried on the investigation on what I had seen in the newspapers. I examined a number of employees in the custom-house and post-office, and I also saw the collector and postmaster and Congressman Wadsworth. I obtained a copy of a circular, which is herewith inclosed. It was sent to Secretary Babcock, of our local customs board, at his house. I found that a large number (say half) of the employees that I examined had received circulars of this sort, all sent to their houses. The names of neither Mr. Van Cott, the postmaster, nor Mr. Hendricks, the collector, appear on this circular, nor is there a shadow of evidence tending to show that either of these gentlemen had any knowledge that the circular was sent to Federal employees. None of the men whom I examined and who had received the circular had paid or subscribed. It appears that Mr. Wadsworth did not know that his name had been attached to the circular when it was sent out, and knew nothing about the circulars having been sent to Government employees, and that the minute he heard of it he repudiated all connection with it and publicly resigned his position as treasurer.

As not a single complaint of specific wrongdoing has been made to us, I had to choose my witnesses quite at random, and to try to discover as well as I could from members of the local board and from others what had been done. I therefore find as follows:

(1) Judging from the witnesses I have examined, it appears that many, if not most, of the Federal employees of the post-office and custom-house received circulars soliciting subscriptions for campaign purposes from the Republican State committee. It appears, however, that these circulars were, in almost every case, addressed to the men at their houses. In my opinion it ought not to be legal for any citizen to solicit a Government clerk for subscription. It is against public policy that he should be so solicited. Let him pay if he wishes, but do not bring any kind of duress to bear upon him, even by so much as asking him directly or indirectly. However, the law as it now stands does not prohibit this.

(2) No pressure, so far as I could discover, was brought to bear upon the subordinates by their superior officers to make them perform political service or to make them pay any assessment or contribute any sum of money for political purposes. As a matter of fact, no one of the witnesses that I examined had so paid or contributed.

(3) As far as I could find out, neither the postmaster, Mr. Van Cott, nor the collector, Mr. Hendricks, had been implicated in any way, directly or indirectly, in the sending of these circulars. Indeed, they stated that they had no knowledge that the circulars had been sent to any of the Federal employees other than what they might have seen in the newspapers. Their names were not on the circulars which I have seen.

(4) In relation to Congressman Wadsworth, it appears that the circular sent to the employees was signed with his name. If this had been done by him or with his knowledge, I am clear that it would have been a direct violation of the civil-service law; but it appears that it was done without his knowledge, and that he repudiated the act as soon as it was brought to his attention and resigned his position as treasurer in consequence. I accordingly am of the opinion that no action should be taken against him.

I therefore report that there is nothing for the Commission to do in the matter as the case now stands.

THEODORE ROOSEVELT.

INVESTIGATIONS AT ST. JOSEPH, MO., AND NEW ORLEANS, LA.

In 1892 the postmaster at St. Joseph, Mo., took part in making political assessments in his office. The case was investigated by Commissioner Roosevelt, but the postmaster died within a few days of that time and no further action was taken.

In April, 1892, Commissioners Lyman and Roosevelt investigated certain charges made against Federal officials at New Orleans in the matter of political assessments and the use of their official positions to control elections and primaries. The testimony was very conflicting, but the Commissioners concluded that the charges had not been sustained, although it was undoubtedly true that the unclassified service of the custom-house had been used as patronage in the interest of one faction of the Republican party, and although the collector and other officers in New Orleans had taken a very active part in factional and partisan politics. The report of the Commissioners was sent to the Secretary of the Treasury and the Attorney-General, the latter of whom replied, stating that he saw no reason for questioning the correctness of the conclusions expressed.

During the Presidential campaign of 1892 the Commission made every effort to prevent the levying of political assessments. On July 27 it issued the following circular:

CIRCULAR OF COMMISSION RELATIVE TO POLITICAL ASSESSMENTS.

At the outset of the political campaign which is now pending, this Commission feels it to be its duty to call public attention to the provisions of the civil-service law in relation to political assessments or contributions, to inform Government employees of their rights in the premises, and to warn those not in the Government service, of whatever political party, not to infringe upon these rights. Political assessments under any guise are prohibited by law. The provisions of the law on the subject are, in substance, as follows: That no Government officer or employee shall, directly or indirectly, solicit or receive, in any manner whatever, a contribution for political purposes from any other Government officer or employee; second, that no Government officer or employee shall make a contribution for political purposes to any other Government officer or employee; third, that no person shall in any manner, directly or indirectly, solicit or receive contributions for political purposes in any room or building occupied by Government employees in the discharge of official duties; and, fourth, that no superior officer shall discriminate against or in favor of any Government officer or employee on account of his action in reference to contributions for political purposes. Government employees must be left absolutely free to contribute or not as they see fit, and to contribute to either party according to their preference, and an employee refusing to contribute must not be discriminated against because of such refusal.

It is the duty of the Commission to see that the provisions of this law are enforced, and it will employ every available means to secure the prosecution and punishment of whomever may violate them. The Commission requests any person having knowledge of any violation of this law to lay the facts before it, and it will at once take action upon them.

ACTION OF COMMISSION INTENDED TO PREVENT POLITICAL ASSESSMENTS.

Numerous cases of alleged attempts to assess employees were called at this time to the Commission's attention. Usually the action complained of was taken by some nonofficeholder, and all that could be done by the Commission was to give the widest publicity to the facts, and stating through the newspapers to the clerks that they need not contribute a penny, turning over to the Department of Justice the papers

in the case where it seemed possible that a prosecution of the offender might be had. This was the course taken in reference to Secretary Thomas, of the New York State Republican committee, accused of soliciting contributions from Federal employees in New York; Chairman Goudy, of the Republican State committee in Indiana, accused of soliciting contributions from Government employees in that State; Chairman Greene, of the South Dakota Republican central committee, accused of soliciting contributions from Government employees, including women and Indians, at certain Indian agencies and schools; Secretary Stevenson, of the local Congressional district committee, accused of soliciting contributions from Government employees at Haskell Institute, in Lawrence, Kans.; Chairman Middleton, of the Jefferson County Republican committee, in New York, accused of soliciting contributions from Federal officeholders in that county; Messrs. Duhorst and Roberts, of the Republican State committee of Maryland, accused of soliciting contributions from Federal officeholders in Washington, D. C. The same course was followed in reference to the action of certain Republican State and county committeemen in Alabama, and in the case of the Allegany County, N. Y., Postmasters' Republican Association. In the last case the secretary of the Commission was summoned before the grand jury of the county, but no indictment was found. The Commission has no knowledge of any action being taken in the other cases, but it believes that the mere publicity given to all the cases in the midst of the campaign effectually prevented, in most instances, the collection of the assessments and served to protect the clerks.

There were other cases where circulars were sent assessing Government employees, for instance, in Ohio by the Ohio Republican committee and in Washington, D. C., by the Missouri State Association, where the Commission did all it could by publishing a circular stating the facts that had come to its notice, denouncing the solicitation and assuring employees that they need not contribute. In certain cases the Commission knows positively that immediate stoppage of the attempt to assess followed its action. At Watertown, N. Y., for instance, the county committee tried to get back the circulars they had sent out, and the Commission was assured that no money would be received by the committee or the employees. It will be noticed that the Commission issued its first circular on August 15, before any of the assessing had begun. The earliest date of any assessment circular which the Commission could find was that of the one sent to Pine Ridge Agency, of August 23, and from that time on the most vigilant watch was kept, the Commission finding some new case every few days and taking immediate action upon it. The Civil Service Commission, not having authority to summon witnesses or administer oaths, can not make complete investigations, neither has it power to institute prosecutions, but can only report the results of its inquiries, with the evidence furnished it, to those officers of the Government who have the power.

ATTEMPT TO SECURE POLITICAL SERVICE OF GOVERNMENT EMPLOYEES IN TEXAS.

The following letter was sent to the Secretary of the Treasury in reference to an attempt to secure political service from Government employees, which occurred in Texas. As far as the Commission is informed no action was taken in the case:

OCTOBER 28, 1892.

SIR: The Commission has the honor to invite your attention to the inclosed copy of a circular issued by the State Republican executive committee of Texas to various public employees in Texas, and to the inclosed copy of a card issued by the Commission in reference thereto. The Commission is informed that William E. Easton, whose name appears on the circular, is an employee in the Galveston custom-house. Section 2, division second, subdivision fifth of the civil-service act provides that no public employee shall be required to render any political service; and subdivision sixth provides that no person in the public service has any right to use his official authority or influence to coerce the political action of any person or body. This circular is clearly an effort to coerce their political action. Mr. Easton, by allowing the use of his name on the circular, is clearly a partner in the effort. We respectfully call your attention to the case for such action as you may deem wise.

Very respectfully,

CHAS. LYMAN, *President.*

THE SECRETARY OF THE TREASURY.

In September and October, 1892, information was furnished to the Commission showing that certain Republican associations, and also the American Protective Tariff League, had, through their officers, sent circulars to various postmasters requesting lists of the names of the patrons of their offices, with information as to their politics and the kind of campaign literature which it would be wise to send them. The Commission at once issued a circular letter to the different postmasters, calling their attention to the fact that it was contrary to the postal regulations to furnish such information as had been requested; that they were under no obligation whatsoever to render such service, which was political in its nature, and that they could not legally be molested for refusing to render it. The Commission further stated that if any postmaster was molested it would do what it could to protect him. The Commission had, of course, no power to direct them to refuse to perform the service, this power lying only with the Post-Office Department; but it at once called the attention of the Post-Office Department to the matter, and was informed that the First Assistant Postmaster-General, Mr. Evans, had already notified several postmasters that no such information as had been requested should be given.

### ALLEGED POLITICAL ASSESSMENTS IN THE INDIANAPOLIS, IND., POST-OFFICE.

In December, 1892, charges were made to the Commission concerning a rather peculiar case of political assessment in the Indianapolis, Ind., post-office. The history of the case is given in the following report. On this report the offender was removed by the Post-Office Department:

DECEMBER 15, 1892.

GENTLEMEN: I have carefully examined and analyzed the testimony taken in the investigation recently made, under orders from the Commission, by the postal civil service board in Indianapolis into alleged violation of the law concerning political assessments. From this testimony it appears that after the late election the Democratic campaign committee in Indianapolis found itself in arrears to the extent of several thousand dollars and began to take steps to reimburse itself. The committee appears to have had its headquarters in the rooms of a local Democratic organization known as the Hendricks Club, and its membership is apparently partially drawn from among the members of the club. The county treasurer, a Mr. Backus, was the member who appears most prominently in the testimony. It seems that he spoke to a letter carrier, C. J. Dunn, explaining about the shortage in the funds of the committee and stating, apparently as the result of the decision of the committee, that the Democratic post-office employees (the so-called "hold-overs") ought to contribute in the neighborhood of $400 toward making up the shortage. (See testimony, p. 100.) Backus further notified him to request various individuals among these employees to come up to a meeting at the Hendricks Club in order to "see what they felt like doing."

Accordingly it appears that the various Democratic employees were notified, most of them apparently by Dunn, to come to the meeting of the Hendricks Club, it being understood that the meeting was partly for the purpose of raising funds, partly with the idea that they should press one of their number, Mr. Lorenz, for the superintendency of the carriers under the incoming Administration, and also to meet Mr. Sahm (pp. 39, 40), the talk among "the boys" being that this Mr. Sahm had been decided upon as the next postmaster (p. 42). It appears that Mr. Lorenz himself was also instrumental in requesting the carriers to go to the meeting at the Hendricks Club (p. 46). It appears that the letter carrier, Dunn, then approached various individuals among his fellow Government employees, as requested by Backus.

Alexander McNutt testified that Dunn told him that the local committee was in debt, and asked "if we could reach in our pockets and help them out" (p. 2). He explicitly says (p. 4) that Dunn approached him in regard to making a donation to make up the deficiency, the request being made in the letter carriers' office, but no specific amount being named by him, though witness appeared to think that about $10 apiece was expected. McNutt further testifies that he did not contribute, and that since refusing to contribute he and Dunn had not been on good terms.

The letter carrier, W. A. Balk, testifies to the same effect, namely, that after the campaign Dunn came to him and asked him to give what he could, or a certain amount, for the campaign, the request being made in the carriers' office in the post-office building; and furthermore, that Dunn asked him to call at a certain time at the Hendricks Club room.

R. O. Shimer, another letter carrier, says that Dunn said to him: "The committee is short some money and we want to know if you can't help to make it up," or something to that effect. The witness first said that Dunn did not ask him for a contribution, merely speaking about the need of money.

Jacob Methias, another letter carrier, states that Dunn asked him to come down to a meeting at the Hendricks Club, saying that there was a shortage in the Democratic campaign fund and that he was *authorized to notify* the boys that they had to raise some money (pp. 23, 24, and 25), the witness

explaining that by "boys" he understood to be meant the Democratic carriers in office. At the end of his testimony the witness stated that he understood that the money was demanded, the demand being made and the money having to be raised.

William Darby, a letter carrier, testifies that Dunn asked him on the street not to give any specific amount, but saying merely that the committee would be pleased if he would donate something. The witness reiterates that Dunn did not ask him for any money, but later testified (p. 49) that Dunn had told him that the committee would require $10 or $15 apiece from the boys to make up the sum that was expected. Dunn likewise asked him to attend the meeting at the Hendricks Club room.

F. A. Lorens, a letter carrier, states that Dunn made a statement to him that the Democratic committee was short and desired the Democrats of the post-office to help them out. He also says the same fact was mentioned several times, but particularizes that Dunn, not in the building, but on the street, said to him that the campaign committee was short in its funds and wanted them (the Democratic postal employees) to help them out, adding, "What will you do?" "Will you do anything?" (p. 61.) "Can you do anything?" and stating the amount he expected the Democratic carrier force in the office to contribute, it being about $400 all told.

C. W. Parish testified that Dunn notified him that there was need of money, and told him to go to the Hendricks Club room on a certain date (p. 73). The witness testified explicitly (p. 78) that Dunn asked him for a contribution, stating that they wanted to raise about $400 from the officeholders. He stated that he had refused to give Dunn a cent, and told him that he would not give him anything.

W. P. Marlatt, another letter carrier, testifies that Dunn told him, in effect, that the Democratic committee would be glad to receive any contributions which anyone desired to give to make up the shortage (p. 90).

Dunn states (p. 100) that he has no remembrance of telling any man that he was expected to pay a sum of money when he went to the meeting, and that he does not remember speaking about the finances at all when he invited the boys to the Hendricks Club (pp. 99, 100), but afterwards says (p. 104), "I might have told one or two that there was a shortage; * * * I might have made a statement something like that." This seems to be practically an admission that he did tell some of the boys that there was a shortage in the treasury chest of the Democratic committee. If his denial were positive, which it is not, it could not stand against the explicit testimony of Darby, Parish, McNutt, Balk, and others.

In consequence of these requests a number of the Government employees, chiefly letter carriers, but with one or possibly more clerks among them, perhaps a dozen in all (p. 65), went down to the Hendricks Club at the time appointed. A number of the ordinary members of the club were present, but the letter carriers met in a room by themselves, no outsider but Mr. Backus being present (p. 40). Mr. Sahm was not in the room, though he was in the club at the time (pp. 76 and 106). Mr. Sahm's presence, of course, was of no consequence, save that if the letter carriers believed, as they were informed, that he was to be the next postmaster, it might have had the effect of making them more ready to give contributions. Backus then addressed the letter carriers, stating that there was a shortage after the campaign expenses had been paid of several thousand dollars, and that they thought $300 or $400 of the amount ought to be raised by the post-office employees (pp. 41 and 66). He said that the meeting was for the purpose of paying the campaign expenses, but that no assessment would be made, the men being free to give or not (pp. 12 and 33). There was some discussion at the club as to how the money should be given, and objections were at once made to giving it to Mr. Dunn or to taking receipts for it (pp. 38 and 52), and Dunn was warned that he had better be careful in his behavior lest he might get in trouble by coming in contact with the civil-service law (p. 55). At one time Dunn intimated that he would receive the money himself (p. 68), and again it was suggested that the money should just be left in a box in the office (p. 86). Evidently the men present were not acting in complete ignorance of the law, but were uneasily trying to evade its provisions. Backus was careful to state that the members could give or refuse money as they chose, but he was also careful to state (p. 67) that "the next postmaster was named, and that he was a good Democrat," and "that those that contributed freely would be remembered" (p. 108). It is needless to point out the implication contained in these two sentences.

This case seems to me to be akin to the case of political assessments in the Baltimore post-office at the time of the Republican primaries in the spring of 1891, and in the departmental service by the Old Dominion Republican Club in the fall of 1889. In both of these cases the evidence showed that Government employees had been endeavoring to assess other Government employees, aside from what the evidence showed against outsiders. In each of these cases it was the opinion of the Commission on the evidence taken that certain Government employees were clearly guilty, exactly as it seems to me that the evidence shows Dunn in this case to have been clearly guilty of directly or indirectly soliciting money for political purposes from certain of his associates, and in one or two cases thus soliciting them in a Government building. In each case the Commission brought the matter to the attention not only of the Attorney-General, but of the head of the Department wherein the officials implicated were employed, being of the opinion that in many of these cases, even where there is difficulty in securing a conviction, there may nevertheless be amply sufficient evidence to remove all reasonable doubt of the guilt of the accused and to warrant his dismissal from office, it being in the opinion of the Commission very desirable that appointing officers shall take prompt action to punish the wrongdoers themselves wherever they are in Government employ.

This case and the two cases above mentioned have of course many points of dissimilarity, although they resemble one another in their essentials, all three including attempts to collect money for political purposes by certain employees from other employees of the Government. In the case of the Old Dominion League, an organization composed partly of outsiders and partly of individuals in Government employ, an attempt was made to collect funds from various employees in the Departments at Washington from the State of Virginia for the purpose of aiding the Republican campaign in that State. At Baltimore the postal employees, together with some of the employees in the offices of the collector and the marshal, joined to assess one another and to solicit and receive from one another sums of money to be expended in the interests of one faction at the Republican primaries. In the present instance a Democratic letter carrier, appointed when a Democratic postmaster was in office at Indianapolis, but continued in office to this day under the operations of the civil-service law, acts as the instrument of a local Democratic campaign committee in the effort to procure political contributions from various other Democratic letter carriers in order to make up a shortage in the campaign account of the committee.

This request is in the nature of a reductio ad absurdum of the arguments usually advanced in behalf of political assessments. Thus the circular sent out by the Ohio Republican State committee in the last campaign requested money from the various postal employees in Ohio, upon the ground that they owed their positions to the Republican party. This was, of course, in so far as these positions are under the civil-service law, a deliberate and willful untruth, and in any event furnished no excuse for the attempted blackmail. But the climax of iniquitous absurdity is certainly reached when an attempt is made to collect money from Government employees by a Democratic campaign committee on the ground that, thanks to the operation of the civil-service law, these same employees have been kept in office nearly four years under a Republican administration. I recommend that the case be brought to the attention of the Postmaster-General and of the Attorney-General.

Very respectfully,

THEODORE ROOSEVELT.

The CIVIL SERVICE COMMISSION.

### ALLEGED POLITICAL ASSESSMENTS IN THE TOLEDO, OHIO, POST-OFFICE.

In December, 1893, the Commission's attention was called to a case of political assessment in the Toledo, Ohio, post-office. The history of the case is given in the following communication sent by the Commission to the Postmaster-General and the Attorney-General:

UNITED STATES CIVIL SERVICE COMMISSION,
*Washington, D. C., December 14, 1893.*

SIR: The Commission invites your attention to the following extract from a report made by its secretary, Mr. John T. Doyle, under date of December 12, 1893, of an inquiry made upon the direction of the Commission respecting political assessments at the post-office at Toledo, Ohio:

1. An assessment of 2 per cent on annual salaries made by the Lucas County Republican central committee in 1892, solicited from Sherwood Myers, George Lathrop, H. C. Rake, William R. Taft, and other employees of the post-office at Toledo, Ohio.

This assessment was paid quite generally by the employees. Mr. F. W. Rickenbaugh, of the committee, under date of October 7, 1892, addressed a circular (see copies with the envelopes annexed hereto) to the employees of the office, through the mail, directed to each by name at the post-office. The names of the employees, so Mr. Rickenbaugh told me, were taken by him from a list in the appendix of the City Directory. On October 17 a second circular was similarly addressed to those who had not responded, On October 26 Mr. Rickenbaugh likewise addressed the remaining delinquents in a third letter, stating that the committee wanted a contribution on November 1 of 2 per cent. On November 2 a fourth letter was issued. Each envelope of the first three requests bore the direction "Post-office, City." The fourth request was addressed "Toledo, Ohio." All four had the printed heading of the committee with the names of its members, and were received by the employees through the mail at the post-office. The testimony hereto appended shows that many of the employees called on Mr. Rickenbaugh, who had a list of their names and salaries. He told them that he had been directed by the committee to collect 2 per cent of their salaries. Some paid the amount in cash, and some signed orders on the assistant postmaster for the payment of the assessment in two parts out of their salaries. These orders were presented by Mr. Rickenbaugh to the assistant postmaster, who cashed them, and when the carriers came on the first of each of the two months for their pay they found the sum deducted and a card in the pay envelope on which was written "$10, Rickenbaugh." Receipts signed by Mr. Rickenbaugh "ac. political contribution," will be found in the testimony of Taft and Rake. See also the explanation of Mr. Corlett, assistant postmaster, respecting the payment of these orders. I saw Mr. Rickenbaugh, and he admitted, in substance, the facts as I have stated them.

* * * * * * *

It seems from these facts that F. W. Rickenbaugh has violated section 12 of the civil-service act of January 16, 1883, by soliciting in some (any) manner a contribution of money for a political purpose in a "room or building occupied in the discharge of official duties by any officer or employee of the United States."

In United States *v.* Newton (Washington Law Reporter, vol. xix, page 772), the question whether the sending of a letter or circular of solicitation of pecuniary aid for political purposes through the mail, directed to a person at one of the places specified in section 11 of the act is prohibited, is mentioned but not decided.

Mr. Doyle also calls attention to the fact that the name of Mr. J. C. Rike, at that time and now *superintendent of carriers* at the Toledo post-office, appears upon the assessment circulars. Mr.

Rike's statement of his connection with the committee is appended hereto. Mr. Rike states that he did not know at the time that Mr. Rickenbaugh was sending letters to officeholders on which his (Rike's) name appeared as a member. The Commission does not regard Mr. Rike's explanation as satisfactory, and thinks that he should be prosecuted under section 11 of the act, being an "officer of the United States" "directly or indirectly" soliciting, or in some (any) manner concerned in soliciting, a contribution for a political purpose from persons receiving salaries from the Treasury of the United States.

* * * * * * *

Very respectfully,

JOHN R. PROCTER, *President.*

The ATTORNEY-GENERAL.

ALLEGED ILLEGAL APPOINTMENTS IN THE RAILWAY MAIL SERVICE.

One of the first investigations undertaken by the Commission after March 4, 1889, was into the alleged appointments of clerks in the Railway Mail Service without authority. In March and April, 1889, there was but one Commissioner; Commissioners Thompson and Roosevelt were appointed to the two vacancies and took their oaths of office on May 9 and 13, respectively. The Commission, as reorganized, was almost immediately called on to take action in respect to what had occurred in the Railway Mail Service. This service was classified to take effect on March 15, but owing to necessary delays the date had been deferred to May 1. Advantage was taken of this necessay delay in completing the classification to remove 1,932 Democratic clerks prior to May 1 and appoint their Republican successors for partisan reasons without examination. This was an outrage; but as the removals were all made prior to May 1, the Commission was powerless to deal with them. However, a large number of the men appointed to the vacancies did not actually take the oath of office and enter upon their duties until some time after May 1, although the orders for appointment were made prior to that date.

In June, 1889, the Commission made a test case of the removal of a clerk named W. C. Tobias and the appointment of his successor, J. M. Taylor. The appointment of Taylor was under date of April 28, 1889, but he did not take the oath of office until May 18, 1889. The Commission could, of course, do nothing about the removal in this or in any other case, but if it could have succeeded in declaring the appointment of Taylor illegal, most of the removed men would doubtless have been reinstated. After having satisfied itself of the facts, the Commission, on June 28, 1889, wrote to the Postmaster-General, asking by what authority Taylor was appointed on May 18 (the appointment having been dated back to April 29) without examination. No answer was received to this request, and on July 25 the Commission wrote reiterating its inquiry. An answer was then received stating that no appointment had at any time been dated back as charged, and that the appointment in question was made in the usual way on April 29. The papers being made up and executed as was customary, and forwarded, together with notice to the appointee, in the usual manner. The letter further stated that all appointments to the Railway Mail Service became effective on the day they were approved by the affixing of the signature of the First Assistant Postmaster-General, which in this instance was April 29.

The Commission did not agree with this view, holding that appointments ought to date from the time of taking the oath of office, and that the mere writing of the letter on April 29, by the First Assistant Postmaster-General, did not of itself constitute such appointment. After some further correspondence the Commission, on September 24, laid the case before the President in order to obtain the opinion of the Attorney-General as to the legality of the appointment. On October 14, 1889, the Commission received through the President the decision of the Department of Justice in favor of the legality of the course pursued by the Post-Office Department and against the view of the Commission, holding that Taylor was legally appointed on April 29. In view of this decision the Commission could of course do nothing further in the matter.

In March, 1890, Congressman Charles Tracey called the attention of the Commission to the fact that three railway-mail clerks had been appointed without examination in violation of the law at Albany, N. Y. Commissioner Lyman investigated the case and reported that the facts were as Congressman Tracey alleged, that the law had been violated and that the men should be removed. The General Superintendent of the Railway Mail Service, Mr. Bell, declined to agree to this construction of the law and asked that the case be submitted to the Attorney-General. This was done, and on July 8 the Attorney-General decided in favor of the view entertained by the Commission. The three men were accordingly dismissed.

INVESTIGATIONS OF POST-OFFICES PRIOR TO JANUARY 1, 1893.

*Minneapolis, Minn.*

During an investigation begun in June, 1889, the Commission found that in at least eight cases which occurred during the years 1888 and 1889 the postmaster at Minneapolis, Minn., had appointed men in advance of certification or without any certification. These appointments were therefore improper and illegal; and the men so employed had no legal right to draw any salary. The Commission recommended that the postmaster be severely reprimanded for his conduct. Other accusations of a very grave character were reported to the Post-Office Department, as they appeared to be proper subjects for investigation by it rather than by the Commission. The persons who had been afterwards regularly reached upon certification were permitted to remain in the service and the others dismissed.

*Milwaukee, Wis.*

In June, 1889, the Commission investigated the Milwaukee office, the postmaster of which was then closing his term of service. The Commission found that the postmaster had been guilty of the grossest misconduct in violating and evading the rules and law in making appointments. When its report was published the postmaster had resigned, and his resignation was accepted by the Department, with the notification that if he had not resigned he would have been removed. This case has been fully investigated and the action of the Commission sustained by the Civil Service Committee of the House of Representatives so that it is not necessary to say more about it here.

*Indianapolis, Ind.*

At the same time the Commission investigated the post-offices at Indianapolis, Ind., and Troy, N. Y., where there were newly appointed postmasters. At Indianapolis a general laxity was found in the way the law was being administered, but fortunately the Commission took the matter in hand so early that the violations of the law were immediately corrected. Three men had been illegally appointed, and all three were removed on the recommendation of the Commission. It is due to the post-office authorities at Indianapolis, both to the then postmaster, Wallace, and to his successor, Postmaster Thompson, to say that from this time on no violation of the law occurred there, and that the office has since been managed in every respect as a first-class office should be. The irregularities that had occurred at the beginning of the administration were doubtless due to want of familiarity with the rules rather than to any bad faith, as they were rectified immediately on attention being called to them by the Commission. Moreover, the administration of the Indianapolis post-office during the years it has been under Postmasters Wallace and Thompson has been in strict accordance with the civil-service law and rules, and this fact is all the more creditable for the reason that it furnishes such a striking contrast to the administration of the office during the preceding four years, under the administration of Postmaster Aquila Jones.

*Troy, N. Y.*

The investigation in the Troy post-office showed that there was reason to believe that Republicans who were in political sympathy with the new administration of the office had, indirectly at least, been encouraged to come into the examinations to the exclusion of Democrats, with the idea that they would, through political backing, get appointments. Accordingly, the Commission canceled this examination and ordered another held under its own supervision, taking care to see that in this the rights of all applicants, irrespective of party, were carefully observed.

In June, 1890, charges were brought to the Commission that at Troy there had been sweeping removals for partisan reasons among the Democrats in the force, over 70 per cent having been removed. This office was accordingly investigated by Commissioners Roosevelt and Thompson, whose report is given below. The case was one of those which, in the opinion of the Commission, shows how important it is that it should be allowed to investigate all cases of removal. In this instance the postmaster freely stated the causes for removal, and the Commission confronted him with the discharged employees and heard the statements of both sides; but it is a question whether the Commission could have forced the postmaster to do this had he refused. Moreover, in all cases like this the Commission's power of reporting, even in relation to political removals, is so narrowly guarded that often it is brought face to face with a condition of facts where, although seemingly adequate reasons are assigned for the removal, it is convinced that these are not the real reasons, but that they are advanced simply as an excuse for discharging the man whom it is desired to get rid of merely for political or personal considerations. The Commission should be given full power to investigate all cases of removal and to report fully in regard to them.

REPORT OF COMMISSIONERS ROOSEVELT AND THOMPSON.

WASHINGTON, D. C., *July 21, 1890.*

SIR: Pursuant to the directions of the Commission, we went to Troy to examine into the observance of the civil-service law at the post-office in that place. We took the testimony of the postmaster and assistant postmaster and of all of the discharged employees whom we could get to appear before us. Before going in person to the office we had sent on Mr. Holtz to hunt up the discharged employees and find out what complaints they had, and to ask them to appear before us and testify in person.

We find that the postmaster has made a very extraordinary number of removals, amounting to a little over 70 per cent, during his thirteen months of office. This fact, in our opinion, establishes a presumption against any appointing officer. If an appointing officer removes 70 per cent, or thereabouts, of his employees during a single year, the presumption ought to be, in our judgment, that he has done it for political reasons and not for the good of the service, and he should be required to overcome this presumption by showing specifically in each case that the removal was necessary and for the good of the service..

The postmaster at Troy, however, was able to make this showing in the great majority of the cases. He furnished us detailed and specific charges against almost all of the men whom he had removed, the charges being generally in relation to misconduct of a very gross character, such as drunkenness, the use of profane language, gross carelessness, insolence and insubordination, refusal to pay debts, failure to deliver mail, etc. These charges, if sustained, would have amply warranted the postmaster in removing the men against whom they were made. Wherever possible, we confronted the man who had been removed with the postmaster and assistant postmaster. He then repeated his charge of drunkenness or whatever it was, which the man would deny, and it would come down to a square issue of veracity between the postmaster and assistant postmaster, sometimes supported by other employees of the office on the one hand, and the discharged man on the other. Occasionally it was evident that there might be some mutual misunderstanding, but as a whole the committee was thoroughly convinced that the postmaster was justified in what he did. However, though, in the great majority of the instances it is evident that the postmaster undoubtedly acted with entire propriety, yet there are two of three cases, notably those of Denny and Brophy, in which your committee is of the opinion that the discharged employees were treated with unnecessary abruptness and harshness. None of the men were told of the charges against them or given an opportunity to prove them false. This naturally left the impression on the minds of many that they were discharged merely for political reasons.

Your committee therefore concludes that, though the discharge of such an unusual proportion of the force raised a strong presumption against Mr. Ashley that the discharges were due to political reasons, yet that Mr. Ashley has fairly overcome this presumption in at least a great majority of the cases.

Undoubtedly, when he took control at Troy the force was in a thoroughly demoralized condition, and there was need of drastic measures to restore it to efficiency. The improvement in the condition of the office as regards cleanliness, etc., when compared with what it was a year ago, at the time of the previous visit of the Commission, is most marked; and on the whole, the character of the employees seems also to have much improved. It must be remembered that of the old employees very few, indeed, came into the Government employ through our civil-service examinations. The committee is satisfied from its personal investigation that the postmaster was warranted in discharging the major part of the men he did discharge, though we are still of the opinion that there were a few who were treated with needless severity in being discharged for faults of which they had no knowledge and which they were given no opportunity to explain away. We earnestly recommend that some rule be made by which a man can only be discharged after written charges have been submitted against him, and after he has been allowed to see these charges and to make his defense, the charges to be published if he so desires.

In conclusion, the committee would say that they desire to call particular attention to Mr. Ashley's testimony made at the close of the investigation, wherein, in response to the questions of Commissioner Roosevelt, he distinctly stated that he had never made any removals in the office for political reasons; that he had never made any appointments to the classified service of the office for political reasons; that he had never been influenced in the least by political considerations in choosing one eligible out of the three certified to him for appointment, and that he had never rejected a man because he was a Democrat or appointed one because he was a Republican. Full weight should be given such a statement from any appointing officer of good reputation. It appears that the great bulk of the new appointees, however, are Republicans, although there are a great many concerning whose politics the postmaster and assistant postmaster were both entirely ignorant, and one or two whom they presumed, without knowing, to be Democrats. Only by gradually instilling into the public mind belief in the honesty and good faith with which the law is administered can the feeling which brings about this condition of things be altered.

Mr. Ashley furnished us with all the information we asked promptly and frankly, and showed every desire to facilitate our inquiries. It would be unjust not to say this, and at the same time to express our belief in the entire good faith of Mr. Ashley's conduct throughout, and our belief, likewise, that he was uninfluenced by political considerations.

THEODORE ROOSEVELT.
HUGH S. THOMPSON.

The PRESIDENT OF THE CIVIL SERVICE COMMISSION.

*Atlanta, Ga.*

In February, 1890, Commissioner Lyman investigated the post-office at Atlanta, Ga., concerning which similar charges had been made. From Commissioner Lyman's report it appeared that the postmaster had made certain appointments illegally and that he ought to have known that they were illegal; but that he seemingly acted in good faith, that he was new to the office, and that he was much hampered by a very peculiar and unusual combination of circumstances. Before action was taken on the report, the improperly appointed men, with perhaps one exception, had been regularly examined and appointed. In view of these facts, the Commission recommended that the postmaster be reprimanded and the attention of the Postmaster-General was called to the fact that the moneys paid appointees while they were illegally acting would seem to have been paid without warrant of law.

*Rochester and Buffalo, N. Y.*

Early in 1891 the Commission had its attention called to alleged illegal appointments in the post-offices at Rochester and Buffalo, N. Y. There had been previous correspondence with these offices in regard to alleged irregularities. Chief Examiner Webster visited both the offices, and there was much correspondence held with them and the Post-Office Department in regard to them. It was found that at Rochester there had been certain appointments made without warrant of law. In accordance with the report of the chief examiner, three of the men thus appointed were recommended for removal from the office, and were so removed. At the same time it was found that in Buffalo two men had been illegally reinstated in the office. Both of these men were likewise removed from office on the report of the Commission, and it was the understanding of the Commission that the postmaster himself had to defray *the amount* he had paid them in salaries.

*Washington, D. C.*

In May, 1891, some irregularities were committed by the postmaster at Washington, D. C. An investigation showed that there were about twenty men illegally in the classified service. Thirteen of these were afterwards regularly examined and appointed through competitive examination, three were appointed to places in the unclassified service, and four were removed. Much difficulty was experienced with the postmaster in connection with some of these employees, illegally appointed, to whom he had allowed salaries in excess of those given to other clerks who had entered the office under an examination of higher grade, the result being practically to defraud the persons who had come in upon the higher competitive examination of portions of the salary to which they were entitled, which were given to the men referred to who had been illegally appointed. The Commission at last succeeded in having this rectified, but only after it had notified the postmaster that it would ask that all of the surplus salary be stopped out of his own allowance if matters were not righted.

*Omaha, Nebr.*

In September, 1891, the chief examiner investigated the Omaha post-office, and discovered that the then postmaster had illegally in his employ five clerks and three carriers, the clerks having been appointed by the Republican postmaster and the carriers by his Democratic predecessor, all illegally. On the recommendation of the Commission, based upon this report of the chief examiner, the Post-Office Department removed all eight of the persons implicated.

*Denver, Colo.*

In October, 1891, charges having been made that the law was loosely administered in the post-office at Denver, Colo., Commissioner Lyman visited that office and found that the postmaster was employing six clerks who had been irregularly appointed. The Commission called the attention of the Postmaster-General to the facts, requesting the immediate dismissal of the men, and they were accordingly dismissed.

INVESTIGATIONS AT POST-OFFICES SINCE JANUARY 1, 1893.

On January 5, 1893, the remaining 548 free-delivery post-offices were classified, and after the change of administration in a few of these offices, for instance, Topeka and Kansas City, Kans.; Quincy, Bloomington, and Galesburg, Ill.; Plattsburg, N. Y.; Athens, Ga.; Little Rock, Ark., and several others, there was a repetition on a much smaller scale and with the parties reversed of what had occurred in the Railway Mail Service just prior to its complete classification in 1889. In the above post-offices the postmasters who took charge just before the classification went into effect took advantage of the fact that the classification had not yet gone into effect to make sweeping removals of Republicans and appointments of Democrats for partisan purposes. The conduct of the postmaster at Topeka was aggravated by such grossly untruthful statements on his part that he was removed from the service. In all these cases, of course, there was nothing for the Commission to do, it having no power to act upon what had occurred prior to the complete classification of the office, exactly as it had no power to act in respect to what had occurred in the Railway Mail Service prior to the time the rules took effect on May 1, 1889.

*Athens, Ga.*

At Athens, Ga., however, where the postmaster took charge the day before the classification went into effect a peculiar condition of things followed. The postmaster removed all the clerks and carriers and appointed their successors. He had the right to employ the clerks, but the carriers could only be appointed by the Postmaster-General, and the new men were not thus appointed until several days after

the classification had taken effect. The Commission held the appointment of the carriers to be illegal and recommended their removal, ordering a new examination held to supply their vacancies. This examination was held by the local board and resulted in all the men affected passing the examination and retaining their places. The Commission was not satisfied with the fairness of the examination and directed that it be canceled and another held by a member of the Commission's own force. This was done and only one of the men illegally in the service succeeded in passing. The three others were removed.

There would have been trouble of this kind in many more offices had the classification been longer delayed; but fortunately the Commission, by lending all its energies to the task, and thanks largely to the hearty and efficient cooperation of the Post-Office Department, under Postmaster-General Bissell, was enabled to complete the classification of these offices by July 1.

*Rome, Ga.*

At Rome, Ga., an act of fairly comic impropriety was committed by the predecessor of the present postmaster. This predecessor, Mr. Z. B. Hargrove, was originally appointed under President Cleveland and had been permitted to serve through the term of President Harrison. During this term he had appointed both Republicans and Democrats, but immediately after the second inauguration of President Cleveland he sent to all the Republican employees under him a dismissal, stating that he sent it because as the Administration had changed he thought the force of his office should change also. There seems small need of comment on his action, in view of the fact that he himself had held over through an Administration to which he was politically opposed. The Commission laid the facts before the Postmaster-General, at whose instance the offending postmaster was promptly removed.

*Terre Haute, Ind.*

At Terre Haute, Ind., the newly appointed postmaster took violent possession of the office the day before the classification took effect, evidently for the sole purpose of making a clean sweep for political reasons. The report of Commissioner Roosevelt, whom the Commission directed to investigate the facts, is as follows:

WASHINGTON, D. C., *May 25, 1893.*

The COMMISSION.

SIRS: I have the honor to report as follows concerning my recent investigation of the post-office at Terre Haute, and submit herewith also a stenographic report of the testimony taken in connection therewith.

The examination at Terre Haute was originally appointed for May 6. It was deferred until May 13 however, by order of the Commission, because of charges preferred against the local board at the Terre Haute office by Senator Voorhees in a letter to this office. He stated in this letter that the board was composed of three intensely partisan Republican political workers, and that, as far as he knew and believed, from reliable information, no Democrat had contemplated going before it for examination, feeling that justice could not be obtained before it.

In the interval between the 6th, the date originally set for the examination, and the 13th, to which it was deferred, the commission of the new postmaster was sent on to Terre Haute, and on the 12th he attempted to take forcible possession of the office. The retiring postmaster telegraphed for instructions to the Post-Office Department at Washington, and received in reply a telegram from the First Assistant Postmaster-General, instructing him to deliver the office on Saturday evening. Relying upon this telegram, the outgoing postmaster, Mr. Greiner, refused to deliver the office; while the new appointee, Mr. Donham, trusting to his commission, insisted upon taking immediate possession.

Complaints and counter complaints are made as to the alleged forcible entry by Mr. Donham and the alleged forcible barring out by Mr. Greiner, and both parties kept a mixed possession of the office until Saturday evening, when Mr. Greiner finally transferred it to Mr. Donham.

Meanwhile, on the 12th, the day before the examination, Mr Donham, claiming that he was in full possession and had the right to make all the appointments, proceeded to make a nearly clean sweep of the post-office force for avowedly political reasons, sending notices of dismissal to all of the old *members of the force* save three, and appointing their successors, these successors being men upon *whose appointment* he had settled before receiving his commission. The examination was held the *following day.*

The reason for the violent effort to obtain immediate possession of the office was without doubt the promulgation of the decision of the Attorney-General, under date of May 5, 1893, as to the time when the President's order, including the free-delivery offices in the classified service of January 5 last, became effective. In the final paragraph of the Attorney-General's letter he sums up as follows:

> The revised civil-service rules come into force at each free-delivery office, in my opinion, as soon as * * * the first examination shall have been provided by the Civil Service Commission, whether or not such examination shall result in an eligible register.

Under this decision each office, it would appear, becomes fully classified when an examination is held, and until the holding of the examination the Commission has no power over the appointments and removals; but, after the examination is held, appointments and removals can not be made save under the conditions prescribed in the civil-service act.

I examined at Terre Haute the ex-postmaster, Mr. Greiner, and his brother in law, Mr. Bauer, and Mr. George Miller, the only member of the board against whom a single definite statement was made. All three of these men were Republicans.

I also examined Mr. A. Z. Foster and Dr. W. H. Roberts, both of them prominent Democrats, and the latter an ex-Confederate soldier, but both belonging to the wing which styles itself the Cleveland or anti-machine Democracy.

I further examined the postmaster, Mr. Donham; his brother-in-law, Mr. Ball, who is the editor of the Democratic newspaper of Terre Haute; ex-Congressman John E. Lamb, Mr. Crawford Fairbanks, Judge D. N. Taylor, and Mr. D. Fasig, all of these being also Democrats, and Messrs. Ball, Taylor, and Fasig being called at the request of the postmaster.

I called and examined whomever the postmaster wished, and, after having completed my examination, told him that I would incorporate into the evidence any supplementary statement which he might choose to make. He accordingly sent on a supplementary statement, which is incorporated in the stenographic testimony taken.

In the first place it appears that there is no basis whatsoever for the charges, because of which the examination was deferred. No attempt whatever was made to produce a single specific instance in which the board had failed to do exact and equal justice to all applicants, whether Democrats or Republicans, and, as a matter of fact, it appears probable (see letter of Mr. Bailey and also statement of Mr. Foster, who was present during the examination) that a majority, perhaps two-thirds, of the applicants who had applied for admission to the first examination, as well as those who actually entered the final examination, were Democrats—that is, so far from it being the case that no Democrat would go before the board, it appears that the bulk of the people making requests to go before the board were actually Democrats.

Mr. Foster testifies that he knows the members of the civil-service board; that they were reputable men, and that he had never heard any statement from any responsible source against their integrity or any doubt expressed as to their fairness in giving application papers to all comers and their impartiality in conducting the examination.

Dr. Roberts testifies to the same effect. His testimony is peculiarly valuable because he was the doctor who signed the medical vouchers for many of the Democratic applicants for the examination, and he testified that none of them spoke a word as to having had any difficulty in securing fair treatment by the board.

The postmaster himself, and the witnesses examined at the postmaster's request themselves, all stated that they knew of no instance in which the board had failed to do justice to all applicants. Mr. Lamb said he had "heard" of men who had been treated rudely by the board, but was not able to give the name of a single individual.

As a matter of fact, many of the men who were appointed by Mr. Donham just prior to the examination had made application, although none of them actually entered the examination, evidently supposing that their appointments were safe anyhow.

One of the members of the board, its chairman, is a man who served all through the first Administration of President Cleveland in the Terre Haute post-office, and is one of the three men whom Mr. Donham excepted from the otherwise clean sweep of the office, certain proof that the Democrats themselves regarded him as a fair and honorable man. Against the secretary of the board nothing was alleged.

As for the third member of the board, while nothing whatsoever was said against his conduct while a member of the board, it was alleged that he had been improperly active in politics last fall. The witness against him was Mr. Fasig, who stated that "it was generally understood" that this member of the board, who is active in the Grand Army, had been organizing and getting the old soldiers into line for the Republican party. Mr. Miller, the member of the board, flatly denied that there was any truth in the statement; and Mr. Fasig then stated that he did not know himself that Mr. Miller had been doing political work, but that he did know that he had met him going about the different Grand Army encampments very frequently. Consideration must also be given to Mr. Ball's statement as to Miller's partisanship, for Mr. Ball was evidently testifying with an entire purpose to state facts as they were; but even if the charge is regarded as substantiated it refers only to Mr. Miller's conduct long before he was a member of the board. I therefore find that the conduct of the board was proper in every particular, and that there was no justification whatsoever for the charges because of which the examination was deferred.

The examination having been thus deferred, advantage was taken of it to try to make a clean sweep of the office, removing the Republican appointees and putting Democrats in their places. The testimony of Messrs. Ball and Donham shows conclusively that the reason for the hurry in taking possession of the office prior to the examination was the promulgation of the Attorney-General's decision.

The Republicans in office were men appointed under the old spoils system by the Republican postmaster, Mr. Greiner, who, on taking office four years ago, made a clean sweep of the Democratic employees, appointing Republicans in their places; and the reason that Mr. Greiner strove so hard to keep possession of the office was, without doubt, because he desired to keep the Republican employees in until after the examination had been held, when they would be covered by the provisions of the civil-service law.

The object of Mr. Donham was to make a clean sweep in his turn, precisely as Mr. Greiner, the Republican postmaster, had done in 1889, and as Mr. Greiner's predecessor, the Democratic postmaster, had done in 1885.

Mr. Donham strove so hard to get possession, because, like Mr. Greiner, he believed that if he could get in before the examination took place he would be able to turn out all the Republicans before the civil-service law went into effect in the office, and to get in his own Democratic adherents in their places.

Mr. Ball testified with a frankness which contrasted very honorably with the efforts evidently made by certain of the witnesses to cover up their actions and motives. Mr. Ball, in speaking of the efforts of Mr. Greiner to keep, and of Mr. Donham to obtain, possession, says, doubtless with entire truth: "The motive was precisely the same in both cases. * * * He, Mr. Donham, assumed that he had perfect liberty to make a clean sweep." Mr. Donham, when before me, testified as follows:

Q. Your belief is that Mr. Greiner was seeking to continue the control of the office until Saturday evening, with the idea that after the holding of the examination the office would be classified and you would not be able to make your appointments?—A. Yes.

Q. And your object in getting possession of it Friday was that you might make your appointments before the examination?—A. Yes.

In his supplementary statement Mr. Donham states that he did not intend to make the last answer; but, in my opinion, the answer represents his actual meaning. In his original answer to Mr. Bailey, Postmaster Donham distinctly said that he had discharged the old Republican force for political reasons, discharging them because they were Republicans, and appointing only Democrats in their places.

Before me he testified that he had appointed none but Democrats who had political backing as well as backing as to their fitness, and who were vouched for and their appointments requested by Democrats in good party standing.

The claim that Mr. Donham dismissed the Republican employees because of insubordination is sheer nonsense; it can only be regarded as an effort to wriggle out of the consequences of his action.

Before me he testified that he had spent three months previous to his appointment in canvassing the different applications before him and had in his own mind carefully chosen all the positions when he came into the office on the 12th, and that on the afternoon of the 12th he turned out the Republican force and put in the Democrats whom he had been selecting for the three months preceding. He appointed the new men at 4 o'clock in the afternoon, swearing them in at that time, and inserting on the blanks as a cause for the removal of the old employees "for the good of the service."

The alleged insubordination took place, according to his own statement, after 6 o'clock, and so, subsequent to 8.30 o'clock, he inserted, in addition to the cause "for the good of the service," a general charge of "insubordination" against each employee. In other words, the successors to the old incumbents were appointed several hours before the alleged insubordination, because of which it is now stated that these incumbents were removed, took place. See page 20 of the written testimony. The testimony then runs as follows:

Q. Then about 4 o'clock in the afternoon you made your appointments of the successors of all these people, and some six hours later you sent out the notices of dismissal to the employees whose places were to be taken by the men whom you had already appointed?—A. Yes.

Q. Your list of appointments had been prepared the day before you got your commission?—A. Not except in my mind; the men had not been notified.

Q. You had determined whom you would appoint?—A. Yes.

Q. You had then determined that you would remove all the men but three?—A. Yes.

Q. And you had chosen all the new appointees?—A. Yes.

Q. You practically provided for turning out these men in the afternoon, but you made no charge of insubordination against them then?—A. I determined on their removal because I considered it to be for the good of the service.

Q. As a matter of fact, you had appointed all their successors before the insubordination occurred?—A. Yes.

In view of these statements, deliberately made by the postmaster in his testimony, which he has since read over without on this point making any correction therein, the allegation of "insubordination" as an excuse for turning out these men must be regarded as a mere afterthought, upon which stress is laid now merely with a view to explain away the scandal.

Mr. Donham, however, failed in his efforts, at least as regards carriers. The carriers are appointed by the Postmaster-General. He could not himself appoint them. The men whom he had chosen as carriers therefore were not appointed prior to the holding of the examinations, and, under the Attor-

ney-General's decision, they can not therefore be appointed save regularly through our examination. In no event will it be possible for the carriers nominated for appointment by Mr. Donham on May 12 to enter the service in Terre Haute, save as they may subsequently pass our examination and comply with our rules. The clerks he may have had the power to appoint, but the appointments should certainly not be permitted to stand.

Doubtless of the Republican force, appointed as it was under the old spoils system for political reasons, after the Republicans had made a clean sweep of the post-office, many members should properly be turned out; but all of their successors should be appointed from the eligible registers, which have now been established at Terre Haute as the result of the examination held there on May 12.

As regards the force of carriers, this is the only course that can be pursued under the law. As regards the clerks, it is the only course that ought to be allowed to be pursued. There may be three excepted places in this office—the positions of assistant postmaster, of money-order clerk, and of registry clerk. For assistant postmaster a brother of a prominent Democrat was appointed. For registry clerk the secretary of a Democratic county committee was appointed, and for money-order clerk one of the Democratic councilmen of Terre Haute. These men were appointed, as Mr. Ball put it, because they were active, intelligent, vigorous Democrats.

Their appointment merely furnishes another proof of the great harm done by having so many positions in the post-offices, as well as in the departmental service, excepted from competitive examination. There is not the slightest necessity for excepting the great bulk of these positions. In an office the size of Terre Haute I question if there is need for more than a single excepted place—that of assistant postmaster. There is certainly need for no more than two. Where an employee has to deal with money or postage stamps it is perfectly proper to have him appointed through competitive examination and have him required to file a bond before giving him the position.

Our experience has uniformly been that the people appointed to fill these excepted positions, while nominally supposed to be chosen because of their special fitness for the positions, are really chosen because of the strength of their political backing, and in a great many instances they are chosen wholly without regard to the reasons because of which they are supposed to be excepted.

In support of this assertion I may point out the cases that have just arisen in connection with the State Department at Washington, where it appears that during the last four years two persons were serving in the Department in positions where they did merely the work of ordinary clerks, although they had been appointed as private secretaries to the Second Assistant Secretary of State and the Solicitor of the Department, for neither of whom had they ever done a stroke of work.

There is, in my opinion, urgent need for a change in the rules which shall abolish the great bulk of these excepted places. At present many of the best and most important positions in the classified service, because they are thus excepted from examination, are thrown open as the reward of political activity, instead of being, as they ought to be, prizes to be won by honest and efficient industry in the ordinary grades of the Department; and with every change of administratian there comes a sweeping change in the excepted places, whether chiefs of divisions in the departmental service or of money-order clerks, stamp clerks, and registry clerks in the post-offices, the changes being too often not only not for the good of the service, but greatly to the detriment of the service, and in many cases being accompanied by circumstances of extreme injustice.

It was the opinion of the Civil Service Commission that President Harrison's order classifying the free-delivery offices went into effect at once, one of the members of the Commission dissenting from this view. The decision of the Attorney-General is that the classification does not take effect until examinations are held. Advantage is being taken, and in a number of cases—such as at Galesburg, Bloomington, and Quincy, Ill.; Plattsburg, N. Y., and Columbus, Ga.—has already been taken, of this decision by incoming postmasters and their political backers to make sweeping changes in the force of various offices, making wholesale removals of the Republican incumbents and replacing them by wholesale appointments of Democrats.

This is precisely what was done four years ago, when advantage was taken of the necessary delay in preparing eligible registers for the Railway Mail Service to make sweeping removals of Democrats in that service and sweeping appointments of Republicans. In a communication now before the Commission, Congressman Harter speaks of these changes in the Railway Mail Service, made after its classification had been ordered, but before the registers could be provided, as "infamous." Certainly I am inclined to agree with any reprobation of the changes made under such circumstances four years ago in the Railway Mail Service, and now in certain of the free-delivery offices.

At present it is out of the power of the Commission to interfere with them in any way, but I recommend that the Commission respectfully suggest to the President the advisability of forthwith issuing a rule that whenever any portion of the public service or any office in the public service is classified, such classification shall be held to take effect at once, the rules forbidding removal for political reasons being held to apply from the beginning, so as to prevent improper advantages being taken of any necessary delay in providing examinations.

Very respectfully, THEODORE ROOSEVELT.

On this report all of the employees whom the new postmaster thus attempted to introduce into the service were removed and the old employees reinstated.

*Paducah, Ky.*

At Paducah, Ky., the newly appointed postmaster called for the resignations of all the carriers for political reasons, and he also employed three clerks illegally. The Commission investigated the case, and upon its report the Post-Office Department promptly removed the three clerks and refused to allow the postmaster to remove the carriers, who, as a matter of fact, are still in the service. The postmaster asserted he had only erred through ignorance and promised faithfully for the future to obey the law in letter and spirit.

*Anderson, Ind.*

At Anderson, Ind., charges were made by several of the dismissed employees that they had been removed for political reasons. They afterwards, however, withdrew these charges, and the investigation of the Commission was not completed.

*Montgomery, Ala.*

At Montgomery, Ala., charges were brought in the spring of 1893 against the Republican postmaster and against the board of examiners which had been organized under him. After much correspondence the Commission sent one of its agents, Mr. Dobbs, to Montgomery, and upon his report removed the members of the local board of examiners. Charges of like character were afterwards made against the present Democratic postmaster and against the board of examiners, as organized after he had taken possession of the office. After correspondence the Commission again sent one of its force, Mr. Bunn, to examine the office, and upon his report removed two of the examiners from the board. The postmaster himself had previously requested the Post-Office Department to remove from the service the only member who had been faithful to the interests of the law. Upon the Commission's report the Post-Office Department declined to allow this member to be removed; but later on the member was removed, on another charge, which the Commission did not believe well founded; and neither of the two offending members of the board was removed from the service, in spite of the efforts of the Commission to induce the Post-Office Department to act in their cases. The Commission, however, succeeded by its active interference in preventing a clean sweep of the Republican employees, which it believed was intended; and it reorganized the board, putting upon it a majority of members outside of the post-office, so that it was able to guarantee justice in the examinations.

Owing to its lack of power to investigate all cases of removal, the Commission was unable to take decisive action after investigating similar charges filed against the recently appointed Democratic postmasters at Evansville, Laporte, Fort Wayne, and Vincennes, Ind.; Rutland, Vt.; Charlotte, N. C.; Hamilton, Ohio, and Natchez and Jackson, Miss. The Commission is still awaiting the action of the Post-Office Department in the cases at Laporte, Ind., and Hamilton, Ohio, before deciding finally upon them. Its experience in such cases as those enumerated has convinced it more than ever of the need of its being given power to investigate and report upon all removals (and upon promotions and reductions in the service, as well) so as to determine whether in its judgment they have been made for political reasons or not. Moreover, the charges against any employee should, in the opinion of the Commission, be always made public if the man removed so desires, and he should be given a copy of the charges and be allowed a hearing in his own defense. At present a postmaster may, and often does, remove a man really for political reasons, but nominally because of some trivial shortcoming. It is unfair and unwise not to permit the Commission to investigate and report whether it regards the alleged reasons as good and sufficient, or as merely a cover for a removal made because of the man's political opinions or affiliations.

In the Fort Wayne case there was good ground for belief that the reasons alleged by the postmaster for the removal of certain Republican employees, whose places were taken by Democrats from the eligible registers, were merely hunted up and brought forward to justify the removals after they had been determined upon; but it was impossible to get any legal proof that the removals were made for political reasons. Accordingly, nothing could be done under the law as it now stands.

By what the Commission regards as a very unwise provision of the rules, certain kinds of positions in different post-offices are allowed to be excepted from examination when the Postmaster-General so directs. Very often postmasters treat a position as excepted in advance of the Postmaster-General. This is, of course, technically illegal, but the Postmaster-General, as a matter of fact, usually does make such exception when requested by the local postmasters, if it comes within the limitation of the rule. Great confusion has arisen from this practice in the different offices, and especially at the post-offices at Philadelphia and San Francisco. When such an irregularity is discovered it seems hardly worth while to demand the dismissal of the person on whose behalf it was permitted when he would be instantly reinstated, owing to the irregularity being cured by the action of the Post-Office Department. These troubles still continue and will continue until the section of the rule allowing places to be excepted in this manner is abrogated.

*Philadelphia, Pa.*

Last fall, and again recently, charges were made of violations of the law in the Philadelphia post-office. Commissioners Procter and Roosevelt investigated these charges and found them unsubstantiated, but discovered what the Commission considers an improper course of conduct in making appointments. The following extracts from the report of the Commission, and the correspondence it has since had with the postmaster and with the Post-Office Department explain the facts.

* * * * * * *

The most serious matter developed by our investigation was not developed by the charges of Mr. McKee at all, but by something called to our attention by one of our examiners, Mr. Hoyt. When Mr. Carr took office it appears that there were two eligible registers from which certifications were being indiscriminately made, according to the grades of the eligibles. The first consisted of people who had passed prior to the Presidential election of 1892, and contained a greater or less number of Republicans; while the other consisted of those people who had passed about the time of the change of Administration, and, from the statements that were made to us, consisted chiefly of Democrats.

In choosing from the certifications from these two registers a very marked discrimination against the old list and in favor of the new, presumably more Democratic, list, was made, twice the proportion of men being rejected from the first list, as compared with the second. The explanation that Mr. Carr gave was that he did not know anything whatever about what men were on each list when the certifications were made to him, but that he chose according to the recommendations on file with him from outside sources as to the different applicants when any given series of names came before him. It appears that the postmaster has been for a long time in the habit of receiving these different recommendations from outsiders, or possibly from the applicants themselves. Mr. Carr's explanation of why he happened to choose so many from the second or Democratic list, and comparatively so few from the first list, was that there were no letters on file from the first. It appears that these letters are considered the private property of the postmaster, and that the letters in reference to the eligibles on the first list were packed up and taken away by the late postmaster when he left office, so that Mr. Carr only had letters of recommendation for the second list. Looking through these letters it would appear that some were simply recommendations from business men as to the business capacity of the applicants; that others were recommendations to the same effect from powerful politicians, and that yet others were political recommendations from ward leaders and from others, testifying to the politics of the applicants and to their usefulness as politicians in their wards.

While it is quite proper for a postmaster to make every inquiry as to the character and capacity of the eligibles before appointment, it is entirely wrong for him to consider or even to receive statements as to the politics of the men desiring an appointment. These statements should not be kept by the postmaster. He should follow the practice of the Commission in returning such recommendations immediately to the people that write them. Moreover, there seems to be, in our opinion, judging from the analogous cases in the post-offices at Chicago, New York, and Boston, where most of the men on the eligible registers are appointed, no necessity for rejecting as many men as have been rejected under Mr. Carr. The same information should be asked for from all the people on the eligible register, and no recommendations should be received as regards any one man that are not received and

sought for as regards all others. We recommend that the attention of the postmaster be called to this portion of our report specifically, and we also recommend that the Commission formulate a series of regulations looking toward the same end, to be sent to all postmasters. It was brought to our knowledge through this examination that persons had entered the service during the last Administration who were Democrats and during the present Administration who were Republicans. It was the opinion of the board of examiners at Philadelphia that a number take the examinations who have really no well-established political affiliation.

Very respectfully,

JOHN R. PROCTER,
THEODORE ROOSEVELT,
*Commissioners.*

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PHILADELPHIA, PA., *January 22, 1894.*

SIR: I am in receipt of a communication dated the 18th instant, which inclosed a copy of a report in connection with this office.

I beg to repeat, as I said to you in our interview of the 9th instant, that the settled practice and law have been observed in every instance in which appointments have been made in this office. I can not prevent people writing to me, nor do I think I should attempt to do so, for I need all the information I can obtain. I can not dictate to them what they should say, and I am in no wise responsible for their statements. It will continue to be my practice to retain all letters addressed to me, for business method approves of it. They are private communications, and come to me from all sorts and conditions of men and urge reasons of all kinds as grounds for complying with their requests. Some of them are based upon the claims of sex, of the infirmities of age, or of the distresses of poverty; others are political, social, religious, or belong to the distinctions of race or color.

Many hundreds of letters have been addressed to me upon these matters, and I have had interviews with many hundreds of persons, but in making my selections for appointment to the positions directly or indirectly under my control, I have in every case kept in mind my obligation to obey the law, and to further the desire of the Department to give to the patrons of this office the best possible postal service.

Respectfully, yours,

WM. WILKINS CARR, *Postmaster.*

Hon. JOHN R. PROCTER,
*President Civil Service Commission, Washington, D. C.*

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JANUARY 25, 1894.

SIR: * * * With reference to your statement that (as regards the letters submitted to you, some of which urge among the reasons for appointment reasons that are political) it will continue to be your practice to retain them all, that you can not dictate to the writers what they shall say, and that you are in no wise responsible for their statements, the Commission requests you to turn to General Rule III, division 7, which expressly declares that the appointing or nominating officer shall discountenance all disclosures of the political affiliations or opinions by or concerning any applicant, competitor, or eligible.

Under this division of General Rule III it is, in the opinion of the Commission, clearly the duty of the postmaster to refuse to receive or entertain any letters disclosing the applicant's politics, or any letters written on behalf of an applicant on political grounds; that it is your duty to explain to the writers that you do not and will not receive their communications if based upon such grounds, and that you will not keep them on file.

Very respectfully,

JOHN R. PROCTER, *President.*

POSTMASTER, *Philadelphia, Pa.*

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FEBRUARY 1, 1894.

SIR: The Commission has the honor to inclose herewith copies of its letter to the postmaster at Philadelphia, Pa., dated January 25, and of his reply thereto, dated January 29.

The Commission is puzzled how to reconcile the postmaster's assertion in his letter of the 29th, to the effect that he was already familiar with the provisions of General Rule III, section 7, with his statement in his previous letter that he should continue to keep all letters of recommendation of different candidates, whether they were recommended on political grounds or not, and that he could not interfere with their being sent to him. It is the opinion of the Commission that the postmaster should actively discourage all communications in reference to applicants dealing with their political or religious affiliations or claims, and that it is his duty to refuse to consider any recommendation or any letter containing a recommendation upon such grounds, and that no such letter should be kept in his files. The keeping of such letters in the files is, in the opinion of the Commission, a violation of the rule referred to, and the Commission would respectfully suggest the advisability of the Department requesting Mr. Carr to discontinue the practice. The Commission respectfully asks to be informed of the Department's action in the matter.

*Very respectfully,*

JOHN R. PROCTER, *President.*

*The FIRST ASSISTANT POSTMASTER-GENERAL.*

FEBRUARY 7, 1894.

GENTLEMEN: I enclose herewith a copy of my letter of the 5th instant to Hon. William Wilkins Carr, postmaster, Philadelphia, Pa., with reference to the receiving and filing of letters recommending applicants for appointment because of their political affiliations.

Very respectfully,

FRANK H. JONES,
*First Assistant Postmaster-General.*

The CIVIL SERVICE COMMISSION,
*Washington, D. C.*

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FEBRUARY 5, 1894.

SIR: I have your esteemed favor of the 2d instant, with reference to the recent investigation of the Civil Service Commission and report on the same; also the criticism with regard to the receipt by you of letters recommending men for appointment because of their political affiliations. I do not see how you can dictate the form of letter to be received by you, nor do I see how you can do otherwise than to file the same, although letters of that kind are against the spirit and letter of the civil-service law. Knowing you as I do, and the manner in which you conduct your office, I do not believe the Civil Service Commission will have any real cause for complaint against you in the way in which you administer the civil-service law. I believe this estimate of you is the correct one, and I surely hope so.

Very respectfully,

FRANK H. JONES,
*First Assistant Postmaster-General.*

Hon. WILLIAM WILKINS CARR,
*Postmaster, Philadelphia, Pa.*

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FEBRUARY 9, 1894.

SIR: The Commission has the honor to acknowledge the receipt of your communication of February 7, inclosing a copy of your letter of February 5 to the postmaster at Philadelphia, Pa., with reference to the receiving and filing of letters recommending applicants for appointment because of their political affiliations. The Commission regrets to state that it must emphatically dissent from the decision arrived at. The attention of the Department is respectfully called to General Rule III, clause 7, which provides that every appointing or nominating officer shall discountenance all disclosures of political opinions or affiliations by or concerning any applicant, competitor, or eligible; and section 2, division first, of the civil-service law itself, which provides that it shall be the duty of all officers of the United States in the Departments and offices to which the civil-service rules relate to aid in all proper ways the carrying into effect of said rules.

Most certainly the postmaster at Philadelphia does not discountenance the disclosure of the political affiliations of the various applicants and their backers when he puts on file, and considers in making his appointments, the letters which contain such disclosures, and makes no protest of any kind against their reception. The practice is a thoroughly vicious one, and it has already undoubtedly resulted in harm. From the report of Commissioners Procter and Roosevelt in the matter of the post-office at Philadelphia the Department will see that there is good reason to believe that in the appointments to the carrier force made by the present postmaster, Mr. Carr, there has been a discrimination in favor of a certain class of applicants, who are presumably mostly of one political party, and against another class of applicants who were presumably largely of the opposite political party. The Commission accepted the statement of Mr. Carr that this was due to no intention on his part, and such being the case the only possible alternative is that it was due to the evil system which brought about such discrimination. It appears probable that this system has always obtained in the Philadelphia post-office, and the Commission makes no reflection upon Mr. Carr for having continued it until the matter was brought to his attention; but it most certainly will regard any further continuance of the practice by Mr. Carr as making him responsible for the ill results which obtain from it and will treat his conduct as a violation of division 7 of General Rule III.

There is no difficulty whatever in Mr. Carr's refusing to receive these letters, and yet in stating his reasons so courteously that no offense could justly be taken by the senders of them. All that he has got to do is to adopt the practice of the Civil Service Commission itself, which invariably returns to the sender any letters containing a disclosure of the political affiliations or opinions of any applicant or disclosing any attempt to advocate his claims for political reasons. If necessary, a printed circular could be used by the postmaster in all such cases, and the result of the use of such circular would very speedily be to reduce to insignificant proportions the number of letters of this character received. The Commission is thus able to state from its own experience that there is no practical difficulty in the way of obeying the rule in question. Moreover, the Commission believes that the whole method now obtaining in the Philadelphia post-office in reference to the reception and consideration of letters on behalf of applicants is wrong. In the opinion of the Commission, the postmaster should not confine himself to appointing men who happen to have personal influence enough to procure the writing of letters on their behalf, but should use means to procure information about all the candidates on the list alike. It is, of course, his duty to inquire about all these candidates, but he should give the same chance to all.

The proportion of eligibles certified but not appointed in the Philadelphia post-office, under Mr. Carr, is very large when compared to similar post-offices elsewhere—in Boston and Chicago, for instance. In the post-offices at Boston and Chicago inquiries are made about all the men, and no discrimination is exercised in favor of any class, the consequence being that the great bulk of those standing high enough on the eligible register to be certified receive appointments.

Very respectfully,

JOHN R PROCTER, *President.*

THE FIRST ASSISTANT POSTMASTER-GENERAL,
*Washington, D. C.*

*Hamilton, Ohio.*

In December, 1893, an investigation of the post-office at Hamilton, Ohio, was made by the Secretary of the Commission, Mr. Doyle, and on his report Commissioner Roosevelt wrote the following letter, which was approved by the Commission:

UNITED STATES CIVIL SERVICE COMMISSION,
*Washington, D. C., January 4, 1894.*

GENTLEMEN: In accordance with your directions I have carefully read Mr. Doyle's report of the investigation made by him at the post-office at Hamilton, Ohio, in company with Mr. Doyle himself. This case is typical of those with which the Commission finds it most difficult to deal. When the present postmaster took possession of the office he found it filled exclusively with Republicans appointed for partisan reasons. The temptation to remove men appointed in this way is always very great. To allow such removals to be made, however, save for causes which would justify the removal of any man, is merely to provide a fresh source of irritation and to put persons into the service against whom there will exist the same feeling as against their predecessors.

Of the seventeen employees who were in office six months ago when the present postmaster was appointed, nine remain. One or two of the eight vacancies, however, were in excepted places. Four of the ten carriers, two others, appointed from the eligible registers, and the two former substitutes, have been removed. The names of the removed carriers are Weber, Knox, Griner, Dye, Ouzts, and East. Those of the substitutes are Williams and Rathgen. Huston was a removed clerk. There were two other men, Rybolt and Malott, who complained that they were not appointed because of political reasons.

After examining with care the testimony submitted by the men who claim that they were discriminated against, and that of the postmaster and the friends whom he called before Mr. Doyle, it seems to me that it would be impossible to make out such a case of removal for political reasons as would hold in a court of law. On the other hand, a careful study of the case, together with the statement made by Mr. Doyle as to the impressions left upon him by what he saw of the men discharged and the men who took their places, as well as of the others who were not discharged, gives me very strongly the feeling that the postmaster has been influenced by his political bias in treating with such extreme severity comparatively slight offenses. It is even doubtful whether some of the offenses alleged to have been committed were committed at all, the weight of testimony being to this effect. Unquestionably a postmaster, like any other Government officer, should insist upon a faithful performance of duty by his subordinates. He should demand the utmost efficiency and integrity from them. But any subordinate is certain now and then to commit some error. Errors are committed even now in the Railway Mail Service, though that has reached a higher point of efficiency than ever before—a point of efficiency probably equaled in but few of the departments of Government. It is manifestly unjust to condemn to dismissal a public servant for some error which as a matter of fact is occasionally committed by the bulk of the men who are kept in the public service, or for an error which would not entail dismissal if committed by a man of a different political party.

The removal of Mr. Griner seems to be especially flagrant. As far as shown in the testimony before the Commission, there was not a particle of direct evidence to show that Mr. Griner committed the fault with which he is charged. On the contrary, the evidence collected by Mr. Doyle would go to show that he not only did not commit it, but that he could not possibly have committed it. It seems impossible to justify the action of the postmaster in dismissing Griner without any proper inquiry or any attempt to find out if the charge was true or was susceptible of explanation.

James Ouzts was serving his route within the prescribed eight hours when, without any complaint or warning, he was removed "for taking too much time on his route. While he did not exceed the prescribed eight hours a substitute without experience made the delivery in much less time, as the daily reports will show." These daily reports may be quite misleading unless the amount of mail was about the same for each carrier; but, admitting that the conditions were equal, Mr. Ouzts had had no reason to believe but that the time taken by him was satisfactory to the postmaster.

The reports are:

| Ouzts: | Hrs. | Min. |
|---|---|---|
| July 6 | 7 | 33 |
| July 7 | 7 | 47 |
| July 8 | 7 | 28 |
| July 10 | 7 | 07 |
| July 11 | 7 | 23 |

| Murphy: | Hrs. | Min. |
|---|---|---|
| July 24 | 8 | 53 |
| July 25 | 8 | 03 |
| July 26 | 8 | 03 |
| July 27 | 6 | 47 |
| July 28 | 7 | 47 |
| July 29 | 7 | 35 |

Taking five days in each case, Ouzts did not once exceed the eight hours, whereas Murphy ran over the limit three out of the five days. This is apparently the only charge against Ouzts, the postmaster saying there was nothing against his character, and that if he were reinstated he would treat him as well as he ever did.

Mr. East served but six days, and was then removed for reasons similar to those alleged in the case of Ouzts. There does not seem to be any justification for the postmaster's action. Mr. East came from outside of Hamilton. He would doubtless have taken a little time to learn the local delivery of Hamilton as thoroughly as some other men, but he himself was not informed of a single mistake he had made, and the postmaster is careful to state that he was otherwise a good man. There seems to be absolutely no reason why Mr. East's removal should have been made. Every new man must take some little time in learning his duties. It is difficult in East's case, as in Griner's, not to regard the cause alleged for the man's removal as a mere excuse, and not to believe that the postmaster was anxious to make vacancies on any trivial ground so as to be able to put in men of his own party. The action in the case of East and Griner was particularly flagrant, inasmuch as they came into the service under a civil-service examination, when the office was already classified.

In the case of Mr. Huston, it also seems impossible to regard his removal as justifiable. In fact in all four cases, of Griner, East, Ouzts, and Huston, it does not appear that at the outside anything was done by any of the four which would have called for anything more than a reprimand, if as much, and they certainly ought to have been warned before being dismissed.

In these cases it seems, on the face of the testimony, that the postmaster has on flimsy charges dismissed men who have been in the service a considerable time and have proved their efficiency, but who are of the political party opposed to his; and that on equally flimsy charges he has dismissed men of the opposite political party whom he has had to appoint from the eligible registers, but whom he turned out without any fair trial almost as soon as they had assumed their duties. If this is allowed, in this or in any other office, it will be a work of the utmost difficulty to prevent a clean sweep for partisan reasons; that is, to prevent the postmaster from turning out all of the force who are politically opposed to him and substituting in their places only members of his own political party, although it may be done on the pretext that it is "for the good of the service."

The flimsiness of the charges is shown in the testimony. For instance, the charge against Ouzts was that he was too slow. The only testimony we have in his case shows that on every day he finished his trip within the prescribed eight hours, whereas one of the substitutes whom the postmaster favored, and in whose interest it is likely the removals were made, appears by the time reports to have on three occasions exceeded eight hours on his route.

In the case of Weber there is conflict of testimony. It is difficult to say whether Weber was or was not guilty as charged. In any event it would seem proper to have warned him and given him a trial before removing him.

It is charged by Rybolt, and denied by the postmaster, that Rybolt said he would accept the position if he were assured of a permanent appointment provided he gave satisfaction, and that the postmaster declined to give him this assurance. The testimony of the outsider who was present and who heard part of this conversation has no bearing upon the point at issue, which is as to the truth of this alleged statement. It is of course impossible to do anything where the positive affirmative of one man is met by the flat denial of the other man. If the substitutes appointed from among the members of the party out of power are uniformly treated as the postmaster seems to have treated them in this case, it is most natural and proper that a candidate who has the misfortune not to be identified in politics with the party to which the postmaster belongs, and who does not wish purposely to lose his present employment, should refuse to accept the substitute's position without some assurance that if he gives satisfaction he will be retained in the service.

The new substitute, Schultz, should undoubtedly be punished for testifying falsely to Mr. Doyle. He stated that Dye did not help instruct him in his duties as substitute, only coming in the first morning just as Schultz was going out on his route. Dye not only contradicts this, but the statement of Schultz is contradicted by Knox and Weber, both of whom were eyewitnesses to Dye's helping Schultz on several occasions. Schultz appears to have given false testimony for the purpose of injuring the man by whose dismissal he was benefited. Dye, like Ouzts, Weber, and Knox, has the strongest letters of commendation from patrons of the office, including many of the largest business houses in Hamilton, as to the way in which he performed his duties.

I recommend that this report and the accompanying papers be transmitted to the Post-Office Department. While I question whether we can make out by such evidence as would be accepted in a court of law the fact that the postmaster removed these men for political reasons, I have no question in my own mind that he has treated trivial delinquencies with excessive severity, and has accepted as proof without any proper investigation charges of alleged misconduct when the people were not of his own political party and when their places were to be supplied by men who were of his own party.

Very respectfully,

THEODORE ROOSEVELT.

*The COMMISSION.*

*Anniston, Ala.*

In December, 1893, certain charges were made against the management of the post-office at Anniston, Ala. Commissioner Lyman investigated and reported on these charges. On this report Mr. Blake was reinstated in the office:

FEBRUARY 16, 1894.

GENTLEMEN: I have the honor to report that on the 9th and 10th instant I visited the post-office at Anniston, Ala., for the purpose of supervising the postal examination scheduled to be held at that office on the 10th, and to make an inspection of the office and an investigation of certain charges made against the postmaster on account of the removal of employees of the office, and of charges made by the postmaster against one H. W. Blake, late secretary of the board of examiners, and a letter carrier in that office. In connection with the local board I conducted the examination on the 10th instant and assisted the board in marking the local-delivery questions of the examination, and saw the papers duly forwarded to the Commission. Six competitors were examined, all for the position of letter carrier.

The present postmaster, Milton A. Smith, took charge of the office July 1, 1893. * * *

On August 1 Carriers I. T. Stevens and J. B. Rivers were removed, they having declined to resign when requested to do so a few days prior to that date. J. E. Bush was removed September 1, 1893, he having also declined to resign. These three men were all colored men, who had been for some years in the service, and, so far as I can learn, had given entire satisfaction until the change of postmaster. Their removal was secured by the present postmaster upon the filing of charges with the First Assistant Postmaster-General.

In reference to the removal of these men the postmaster made to me, in substance, the following statement:

In the case of Stevens, he stated that he had received complaint that he was abusive in the delivery of his mail, and was unsatisfactory, the complainants being J. D. Leak, A. Wetzell, and Joseph H. Duke. The postmaster was unable to give any specifications under these charges, could not state how many times Stevens had neglected to deliver mail properly, or how many times or when he had been abusive to patrons on his route. A further charge against Stevens was that he was arrested in the month of June, 1893, for intoxication. In reference to this charge the postmaster stated to me that he had not investigated it personally, but had taken the statement of the policeman who arrested him and of the chief of police, who was present at the time of the arrest, in relation to the matter. I looked into this charge sufficiently to satisfy myself that Stevens was not intoxicated when arrested, as it appears that when brought before the proper magistrate on the following morning he was discharged on the testimony of persons who had been with him and knew his condition, and who testified that he was not intoxicated and had not been drinking.

The complaint against Rivers, and the only one upon which the postmaster appears to have acted, was signed by six citizens, in which they requested his removal for being uncivil and offensive. The postmaster could not tell me who brought him this paper; said that it was handed to him by one of the signers, he thought, through the window. It did not come through the mail. He did not ask the signers for any explanation of the charges, and did not procure any; does not remember whether he showed the charges to Rivers or not, but he told him of them, and states that Pivers did not say anything in reply to the charges.

Another charge against Rivers was that he carried his route by horse and cart, instead of on foot, while he was required to carry it on foot; and that patrons complained that he would not get off his cart to deliver mail, but required them to come out to the gate and get their mail in all weather; that Stevens also had a weak back and could not carry his route on foot.

In a statement made to me Stevens says that he asked the postmaster, when his resignation was called for, "What about it?" and the postmaster replied that he wanted his place for some of his friends. He said there were charges against him; did not tell him what they were, but afterwards said that he was physically unable to do the work, and had been impolite to some of his patrons; that he did not deliver his mail on foot; that the postmaster had never objected to him. He was carrying the mail in that way before the change of postmaster and with the full knowledge and consent of the former postmaster; that he never compelled the patrons to come to his wagon for mail, but that children often did when he blew his whistle, which is the practice in that town, instead of ringing the bell, but that when no one came out voluntarily he always went to the door with the mail; that he was never uncivil to people on his route, and that the only explanation he could give of the charge of incivility was that the paper signed by the patrons was gotten up by a man by the name of Leak, who wanted a place for his son-in-law, A. B. Johnson, who was, in fact, subsequently appointed.

In the case of J. E. Bush, the principal charge against him was that he was a bad debt payer, and that the postmaster was annoyed somewhat by his creditors, the specifications being an affidavit of J. F. Bell, dated July 20, 1893, a member of the firm of Dobbins & Bell, to the effect that in May, 1893, Bush gave his check for $5.14 on the Stevens Bank, which on presentation was refused payment because Bush had no account there. On the matter being brought to the attention of Bush he, however, settled the account and Bell withdrew the charge.

*Another charge* was in the form of an affidavit of J. H. Duke, dated July 25, 1893, to the effect that *about three years ago* he loaned Bush, on his urgent request, to relieve his personal needs, $10; that

Bush has since repaid $5; that he has made repeated requests and positive demands for the remaining $5, which Bush has failed to pay; that the reputation of Bush as a debt payer is not good in the community.

The postmaster states in reference to this affidavit that he called Bush's attention to it and that Bush made no explanation, except that Duke was his personal enemy. Bush himself stated to me in reference to these matters that he was a carrier for three years; that when he received Postmaster Smith's letter asking for his resignation he went to him and asked him what objection he had to his work. The reply was, "None at all; I find you faithful, efficient, and competent; no complaints have come from your district," but that he could not be bothered with these debt matters, and besides it looked too much like social equality to allow negroes and white men to work together in the same office; that he wanted those in his office that he could approach and confer with. The postmaster stated to me afterwards that he did, in substance, make this remark to Bush. Bush produced evidence which satisfied me, and I think would satisfy anyone desiring to get at the truth of the matter, that he was paying the debts of a merchandise firm of which he had been a member, and that he was doing this as rapidly as possible out of his salary, setting aside $50 a month for that purpose, which was paid through an attorney, and he had given orders on the postmaster for this amount. There appeared to me to be nothing in the transactions brought to my notice which raised a question as to Bush's honesty and good character.

As no charge was made, with offer of proof, that these three negroes were removed for political reasons, I need not have made any investigation at all in their cases, and would not have done so but for the fact that it seemed necessary to do so in order to get at the methods of the postmaster in dealing with the old employees of the office, and the apparently flimsy and unsustained charges upon which he recommended and secured the removal of certain of them, including these three negroes. My conclusion in relation to this matter was, after talking with a number of intelligent men of different political affiliations, friends of the postmaster and others, and with the postmaster himself, that negroes were not wanted in the post-office because of a prejudice against them in the community. They understood this situation and it is possible that they did become somewhat careless and indifferent in the discharge of their duties, knowing that their tenure would be brief after a change of postmaster. Certainly no effort was made by those in authority to allay this feeling and to assure these men that if they did perform their duties in a perfectly satisfactory manner they would be protected in their positions. On the contrary, there is no doubt that the postmaster shared fully the feeling that was manifested by others in the community against the employment of colored men, and that he sought occasion against them rather than made any effort to allay the irritation and protect them in the service. The result was their removal, as stated, upon charges which seem to me to be utterly insufficient.

Another case of removal was that of L. C. Hussey. I say removal, for although he resigned it was at the postmaster's request, and not voluntarily. His separation from the service took place December 1, 1893. The charge against him was that he was engaged in another business and did not devote the proper time to his official duties. When questioned as to this neglect, the postmaster admitted to me that Hussey had always given his eight hours required by law, and that his attendance was punctual; that he remembered of only two occasions when he was at all late. The postmaster admitted to me that he had told Hussey that he had nothing against him and would be glad to keep him, but that there was a pressure to have him go that he could not resist. This pressure was brought by John S. Mooring, president of the Anniston National Bank, who complained that Mr. Hussey was personally objectionable to the people, and asked for his removal. He did not say in what respect he was objectionable, and the postmaster had no knowledge on that subject; that he had not himself discovered any personally objectionable qualities in Hussey; on the contrary, regarded him as an efficient man. Mr. Mooring is one of the postmaster's bondsmen. The postmaster stated to me, and admitted that he said to Hussey, that he thought he had some right to say who should work in the office. Prior to this the postmaster had given Hussey reason to believe that he would be retained. There seems to have been no good ground whatever for displacing Hussey, so far as his work was concerned.

To fill the vacancies caused by the removal of Stevens, Rivers, Bush, and Hussey, Mr. H. W. Blake was promoted from substitute to regular carrier, also Mr. T. M. Word; and Mr. A. B. Johnson was certified from the eligible register. Blake was subsequently removed, and the position filled by the appointment of F. H. Snow. At the time of my visit there was one vacancy in the regular carrier grade, and no substitute serving who had been lawfully appointed, William Y. Wood, colored, who had served two days as substitute, having been removed because his services were unsatisfactory. My judgment is that he was removed, not because his services were unsatisfactory, but because his color was unsatisfactory.

The case of H. W. Blake: Mr. Blake, as already stated, was a member and the secretary of the board of examiners at this office, and in politics a Democrat. He had been appointed substitute letter carrier by the former postmaster and promoted to a regular place by the present postmaster, Mr. Smith. On January 8, 1894, Postmaster Smith informed the Commission, in a letter of that date, that recently he had cause to suspect the honesty of Blake; that he finds that a recent grand jury indicted him for kidnaping and extorting $100 from a prisoner while city warden; that there are several other grave charges against him; that he believed he could be unduly influenced in conducting the approaching examination, and asked his removal as secretary of the board and the appointment

of Archie B. Johnson in his stead; that, as he did not like to have a man in his employ with such a doubtful reputation, he also recommended his removal from the service if the Commission considered the causes sufficient. He further stated that he was very careless in his work; that these criminal charges against Blake were only ascertained by him the day his letter was written.

The Commission at once responded to this letter, on January 13, to the postmaster, notifying him that Blake had been suspended from duty as secretary of the board of examiners pending an investigation of the charges made by him, and Johnson appointed a temporary member of the board to act during Blake's suspension, and that the charges had been forwarded to Blake for any answer he might wish to make thereto. The postmaster in the meantime was requested to furnish to the Commission record evidence concerning the charge of kidnaping and extortion, showing the action of the court in the matter. On January 15 Postmaster Smith forwarded to the Commission the court record, which showed that the case against Blake was nolle prossed and, commenting, stated that, "while the records of the court show that the case was nolle prossed, the following are the facts in the case, related confidentially to me by the clerk of the court: Mr. Blake, while an official, willfully and wrongfully caused the arrest of one Mr. Howell and extorted $100 from him as the price of his liberty. The grand jury found an indictment against Mr. Blake for kidnaping. Mr. Blake repaid the $100 to Mr. Howell, through his attorney, with the understanding that there would be no prosecution, and Mr. Howell did not appear against him." In this letter Postmaster Smith further states, by way of new charges: "There are also charges against him for extorting money from lewd women of the town, while bailiff of justice's court, by compromising their cases at their houses with them without any legal authority to do so. His character and reputation is so bad generally that the other employees of the office—clerks as well as carriers—do not desire to work with him."

Mr. Blake, in answering these charges, made a statement to the Commission in writing, which will be found in the Anniston post-office file. I am informed that he has also forwarded to the First Assistant Postmaster-General a defense. Blake came personally before me and made a statement of the facts in the case with reference to the charge of kidnaping and extortion, and also with reference to the charge of extorting money from lewd women, etc., and through his attorney filed with me certain papers, most of them being copies of originals that had been forwarded to the Post-Office Department. Among these papers was a letter of the First Assistant Postmaster-General of January 25, 1894, addressed to Blake's attorneys, Caldwell, Johnston, and Acker, acknowledging the receipt of letter of these attorneys in reference to Blake's case, and stating that Blake would not be removed unless it is shown that the charges preferred by the postmaster are true and well founded. Notwithstanding this, Blake was removed by the First Assistant Postmaster-General, as I am informed, before his full defense was filed with the officer. I think the evidence which has been produced by Blake disproves the charge completely as to kidnaping and as to extortion.

At the time of the alleged offense, which took place in 1890, Blake was city warden of the city of Anniston. One B. F. Howell had made an assault upon one R. M. Johnson, inflicting a large number of wounds, over sixty, and then disappeared. He was located in Cherokee County, Ga., and the sheriff of that county and Blake had some correspondence in relation to a reward which was reported to have been offered for Howell's arrest and delivery to the proper Alabama authorities by one of the railroads of the State, on the track of whose road Johnson had been placed to be run over by a train after his wounding by Howell, and Blake went to Birmingham, at the instance of the sheriff of Cherokee County, Ga., the headquarters of the railroad, to ascertain whether such a reward had been offered; and on the very day that he made this trip to Birmingham, and before he had any opportunity to report that no reward had been offered, the sheriff of Cherokee County, without requisition, brought Howell from the State of Georgia into the State of Alabama, to the city of Anniston, where Howell was released from custody, the authorities declining to receive him. The evidence shows that Blake took no part in Howell's arrest, was not present at the time of the arrest, and, although he was at the city prison when Howell was brought there by the sheriff of Cherokee County, did not speak to Howell, had no communication or intercourse with him whatever, and received from him no money whatever.

He was, however, paid $25 by the sheriff of Cherokee County as his expenses and compensation for his time in going to Birmingham about the reward. This, in substance, was his whole connection with the Howell case; and the only color of ground for a charge against him for kidnaping was that he was in correspondence, as before stated, with the sheriff of Cherokee County before the arrest. About three years after this incident Blake states that, becoming convinced that the sheriff of Cherokee County had received $100 from Howell, and that the $25 paid to him was a part of this money, he voluntarily paid the $25 to Howell, after the statutes of limitations had run against any possible charge that might have been brought against him on account of it, stating to Howell that if he had any of his money he did not wish to retain it, he being satisfied, as before stated, that the $25 paid him by the sheriff of Cherokee County came from Howell.

It seems somewhat strange, since all the facts in this case were easily accessible to Postmaster Smith, that he should have stated to the Commission that this indictment had been by a recent grand jury and had just come to his attention, and that he should have omitted in his charge against Blake all reference to the fact that the case was nolle prossed in the court and to the defenses which the least *investigation would* have brought out. I think the charge must fall to the ground, in the light of the

facts, as a cause for Blake's removal from the service or from the board of examiners. In reference to this case I refer to Exhibits A, B, C, D, and E, attached hereto.

With reference to the further charge made by the postmaster against Blake, that of extorting money from lewd women of the town, in compromising cases against them, the charge appears not to be justified by the facts, as is shown by affidavits of persons connected with the courts of the city of Anniston at the time and familiar with the facts and with the court records. All the facts in reference to this charge were easily obtainable by the postmaster. I do not know that I have obtained all the facts, but I submit herewith exhibits marked F, G, and H, which seem to show that Blake's connection with these cases was in the line of his duty simply as a court officer. As to his character as a citizen and official in the various capacities in which he has acted, and with reference to his general reputation, the following exhibits are appended, marked I, K, L, M, N, and O.

It seems clear to me that the original charges made by Postmaster Smith on which Blake was suspended from duty as a letter carrier and from duty as secretary of the board of examiners are not substantiated, at least that they furnish no sufficient ground for the action taken in his case. It seems equally clear to me that it was the duty of the postmaster to ascertain the facts, which were easily accessible to him, in relation to these matters before communicating them to the Commission, or asking the Commission to act upon the charge unsupported by any statement of facts. That he did not inquire into the facts apparently, and certainly that he furnished no facts to the Commission, seems to point to a desire on his part to get rid of Blake, and without very much regard to the means taken to accomplish that end. There could of course have been no political motive, because Blake and the postmaster belonged to the same party. It is openly and freely stated by many persons at Anniston, who talked with me, that the real motive was probably a desire to find a place in the service for the postmaster's brother-in-law, Mr. J. M. Whelchel, and that one of the motives which prompted the series of changes made in the positions of letter carrier and substitute letter carrier had this object in view. I do not know whether the postmaster had such a motive or not.

He denies it, and yet the facts in the absence of such denial would seem to furnish some justification for the conclusion. It appears that immediately after his appointment as postmaster, the family of which Miss Louisa L. Whelchel, appointed chief clerk of the office on August 1, and Mr. J. M. Whelchel are members, they being brother and sister, came from Georgia to Anniston. A place was found in the office for the young lady, and an attempt was made to reinstate Mr. Whelchel, he having for a short time been employed as substitute letter carrier under the late postmaster, but that employment having been more than a year ago the reinstatement could not be accomplished. He competed in one examination, which he failed to pass; but notwithstanding his failure to pass the examination, and his ineligibility to reinstatement, he has been repeatedly and for long periods employed as a substitute letter carrier, without authority. At the time of my visit he was employed in the capacity of substitute letter carrier, but under the amended rule which authorizes temporary appointment in cases of emergency for ninety days.

I have devoted considerable space to the consideration of this case and spent a good deal of time at Anniston in its investigation, not because there was any allegation that Blake was removed, or sought to be removed, on any political charge, but because he was a member of the local board of examiners and had been suspended from active work on that board by the Commission upon charges of the postmaster. It seemed therefore incumbent on the Commission to learn what the facts were in reference to these charges, in order that it might determine, if Blake should remain in the service, whether he was a fit person to occupy the position of secretary of the board of examiners, or even remain on the board as a member. I have already stated that my investigation satisfies me that, so far as these charges are concerned, they do not furnish a sufficient ground for Blake's removal from the service. I learned from the postmaster that he has other reasons for recommending Blake's removal which are satisfactory to him, but which I did not investigate. I heard, however, a good deal of talk on the subject. The postmaster states that Blake is personally disagreeable to him, and was a disturber of the peace of the office in various ways. As no charge of this character was made against him at the time of his suspension, but apparently grew out of relations between him and the postmaster which developed after that event, I did not think it best to extend my investigation to cover this ground.

A word, in closing, in regard to the board of examiners. At present it consists of Dr. J. C. Legrand, Mr. C. R. Barker, and Mr. A. B. Johnson, serving temporarily in Blake's place. Dr. Legrand was appointed a member of the board on the supposition that he was the chief clerk of the office, the postmaster's correspondence with the Commission on the subject clearly implying that that was the position occupied by Legrand. I discovered, however, very shortly after arriving at Anniston, that Legrand was not borne on the roster of the office at all, but held the nominal appointment of assistant postmaster, without compensation, without duty, and with no roster connection with the office. I do not think that he is in the service in such a sense that he should be retained as a member of the board of examiners, and probably would not have been appointed originally if the real relations to the service had been understood. I therefore recommend that he be relieved from further service on the board without prejudice, and that Mr. F. H. Snow be appointed member of the board and designated as chairman; that Mr. C. R. Barker, the present chairman of the board, be made secretary, and that Mr. A. B. Johnson, now serving as a temporary member of the board, be made third member.

Very respectfully,

LYMAN, Commissioner.

The CIVIL SERVICE COMMISSION.

*Rutland, Vt.*

The Commission is now engaged on a case in the post-office at Rutland, Vt. There has been from the beginning great trouble at this office, the postmaster charging that the Republican clerks and carriers whom he found in office last spring conspired against him; and the clerks and carriers charging that he has made removals for political reasons. The case was brought to the attention of the Commission last November with special reference to the removal, for alleged partisan reasons, of a letter carrier named Pratt. The charges made by the Postmaster against Pratt were amply sufficient, if substantiated, to warrant his removal, and the Post-Office Department, on December 12, through the Acting First Assistant Postmaster-General, notified the Commission that these charges had been fully substantiated. The Commission, however, felt that the case was prejudiced by two letters sent by the assistant postmaster, R. K. Peck, in reference to Pratt, to the neighboring postmaster at Brattleboro, Vt. These two letters bear the signature of the postmaster, Mr. Hanrahan, attached to them by Mr. Peck, as the postmaster asserts, without his knowledge or consent. One letter, of October 24, reads in part as follows:

Mr. Pratt is a Republican appointee, and we find that, by such complaints as yours, Republicans are not the proper officials under the Democratic Administration. As soon as we can effect a complete change in this office, I do not think you will have reasons for any more such complaints.

The following is an extract from the second letter:

I find that if these Republican carriers can do anything to bring odium upon a Democratic postmaster they delight in so doing, and the quicker their services can be dispensed with the better.— * * * I hope you will bear with me until I have completed the purification of the office of these members of the party of great moral ideas.

When the attention of the postmaster and his assistant was called to these letters Mr. Hanrahan wrote promply, disavowing having sent them, and stating that he had reprimanded Mr. Peck for his action. Mr. Peck wrote also, assuming the responsibility for the letters. The complete records of the charges furnished the Commission by the Department on December 19 were so full and minute and charged such gross breaches of discipline that the Commission would ordinarily have let the case rest there, but in view of its dissatisfaction with the action of Mr. Peck and with what it considered as the insufficient punishment of the same by Mr. Hanrahan, and in view of the number of separations from the service that had occurred in this particular office, it forwarded the charges to Mr. Pratt and to his friend Mr. D. C. Tasker.

On January 25 a member of the Commission's force visited the Rutland post-office and notified Mr. Pratt to appear before him. Mr. Pratt, however, took no notice of this notification, but has since forwarded full and voluminous answers to all the charges. The case is still under investigation by the Commission; the delay now being due to Mr. Pratt's *laches* in not coming forward as requested when the Commission's agent was at Rutland. It is another one of the many cases which show, in the Commission's opinion, that it ought to have power to investigate all cases of removals. The case of the postmaster is, of course, prejudiced by the improper letter of the assistant postmaster.

INVESTIGATIONS IN THE CUSTOMS SERVICE PRIOR TO JANUARY 1, 1893.

*Port Huron, Mich.*

In July, 1889, the attention of the Commission was called to an evasion of the law at the custom-house at Port Huron, Mich. The plan adopted for classifying the customs service has been very unfortunate, it being based upon compensation instead of upon grade. Persons receiving a compensation of $900 or more per annum are within the classified service, and those receiving less than $900 are without. At Port Huron the incoming Republican collector secured a change of compensation of many of the subordinates, reducing them just below the $900 limit,

thereby removing them from the classified service, and permitting him to fill vacancies under the old patronage system. The attention of the Secretary of the Treasury was called to this matter, but nothing was ever done in relation to it. Recently one of the newly appointed Democratic collectors has threatened to take the same course.

*Burlington, Vt.*

At Burlington, Vt., at the beginning of the administration of the collector appointed by President Cleveland during his first term, there were twenty-one classified places subject to examination. In March, 1888, there were only three. The objections to the present classification of the customs service by compensation instead of duties are set forth in the Commission's last report, as follows:

> The Commission again earnestly calls attention to the evil results of the present system of having salary limit to the classified service in the custom-houses. The classification should be by grade and not by salary. At present openers and packers, with precisely the same duties, are classified or unclassified according as their salaries are above or below $900. An interesting comment upon this state of things is furnished by the report of the changes in the New York custom-house for October, 1893.
>
> In the appraiser's office forty-two changes of openers and packers were made in that month. Only one of these was in the classified service; all the others were in the unclassified service. This of course must mean either that the people in the nonclassified service appointed under the old methods are far less satisfactory than those appointed under the civil-service examinations, or else that if satisfactory they are removed for political or patronage reasons. Without doubt both suppositions are correct. Another evil result from this is that a customs official is always tempted to have positions taken out of the classified service by having the salaries attached to them reduced. In this manner four years ago the collector at a frontier port was enabled practically to change his entire force; and within the last month the collector at another frontier port, in requesting the resignations of two of his employees, remarked that if they did not give them it wouldn't make any matter, for he would recommend to have their places abolished and would put in their stead three places each at a salary so low as to keep them beneath the classified service.

The Commission has again and again earnestly requested that the classification of the customs employees should be made in the manner indicated.

*San Francisco, Cal.*

In the summer of 1893 charges were made of removals for political purposes at the San Francisco custom house by the new Democratic collector. On investigation the Commission discovered that the collector had, at the expiration of their probationary periods, declined to recommend the absolute appointment of certain persons who had entered the service through examination in the preceding Administration. The refusal of the collector was on the ground that the conduct and capacity of the probationers were not satisfactory. It appeared, however, that their immediate superiors, who were the proper judges, had reported them as being satisfactory in these respects, and the collector admitted that his purpose in not giving absolute appointment was to put in their places men of his own political party who had been removed by his predecessor, as he alleged, for political reasons. The Commission made report accordingly to the Secretary of the Treasury, and thereupon the Secretary directed the reinstatement of the men who were thus separated from the service. The men who had been appointed in their places were removed.

*Philadelphia, Pa.*

In December, 1893, certain charges were made by Mr. Reynolds against the Republican collector of the port of Philadelphia, Mr. Cooper. Although the charges could not be sustained, the investigation of the chief examiner showed certain points where the civil-service law and rules should be strengthened in order to permit the Commission to see that justice is done to faithful employees who are discharged not only for no good cause but for partisan reasons. The minute made by the Commission upon the report of the chief examiner is as follows:

This report emphasizes the need of allowing the Commission to investigate and report upon all removals, and also of establishing some system which will give the Commission the right to oversee promotions and reductions. At present the Commission has no such right, and can not interfere even when, as in the cases mentioned in the chief examiner's report, there is every reason to believe that the reductions are made merely for political reasons. In the Philadelphia custom-house there seems to have been the same conflict between the collector and surveyor that apparently existed at San Francisco between the collector and the appraiser at the beginning of Collector Wise's administration, the collector, presumably for political reasons, overriding the recommendations of the surveyor (in San Francisco, of the appraiser) as to his own immediate subordinates. The demoralization produced by such conduct is of course very great.

The chief examiner's report establishes a strong presumption that the men removed or forced to resign by Collector Cooper were separated from the service in reality for political reasons, although it would probably be impossible to prove this in a court of law. At present the narrowly limited power of the Commission to investigate cases of this kind makes it exceedingly difficult to get at any offender who takes any care to cover up his tracks. Such cases as these at the Philadelphia custom-house make it evident that the Commission must be given power to investigate all cases of removal and to pass upon whether they were or were not made for political reasons, if adequate protection is to be given to honest Government employees whom the head of the office had decided to get rid of, really for partisan or factional reasons, but nominally for some consideration affecting the good of the service. At present the Commission is powerless to prevent the perpetration of such wrongs as those committed under Collector Cooper and also under Collector Cooper's predecessor.

Attention is called to one very significant feature of the reports of changes. It will be seen by an examination of these reports that not only were there large changes of the persons who were in office when the collector qualified, but that there have been very large changes among those whom the collector himself appointed. It has invariably been the experience of the Commission that where sweeping removals, presumably for political reasons, were made in an office, sweeping removals have subsequently been made by the same appointing officer among the people whom he has himself appointed. Attention is also directed especially to the fact that Collector Cooper has reinstated since the election some of the men whom he had turned out before. As the chief examiner points out, this means either that he originally removed the men for partisan reasons or that he is now reinstating incompetent men in the service. It is furthermore evident that the inspector force as now organized is largely a political body, and that these inspectors should be brought under the classified-service rules if they are to report upon the employees of the classified service. Furthermore, there should be a change in the classification of the customs service, so as to classify the men by grade, and not by salary.

There is but one favorable showing in connection with this report. In the different offices in the customs service at Philadelphia during the last Administration the removals among the classified nonexcepted places were very large, but those in the excepted and unclassified places were very much larger, the smallest difference being in the surveyor's office, where the number of removals were half as many again as in the classified places, and the largest difference being in the naval office, where the removals were five times as numerous. In the appraiser's and collector's offices they were about three times as numerous. This shows that even under the very unfortunate conditions obtaining at Philadelphia, where the head of the office was entirely out of sympathy with the law, and undoubtedly endeavored as far as he could to get around it, and in spite of the fact that the Commission does not have the power that it should have to investigate removals, so that great injustice is done in connection with these removals, yet that even here the showing is three times as bad where the law does not interfere as where it does. It appears that the only change so far in Philadelphia has been in the appraiser's office, under this Administration. The new appraiser has been in charge eight months. During that time he has made only one change in the nonexcepted force of his office, and has removed 85 per cent of the unclassified force. This of course means either that the men appointed through our examinations are better than those not thus appointed, or else that where our rules do not protect them good men are removed from the unclassified service. The former is more apt to be the truth, but doubtless both considerations obtain more or less. The specific charges of illegal action brought by Mr. Reynolds, it appears, upon the report of the Chief Examiner, can not be sustained. It is ordered that as soon as an answer is received from the Treasury Department in reference to the San Francisco custom-house a paper be prepared for transmission to the President showing the defects of the law administered in the custom-houses, and proposing to remedy them on the lines suggested above.

### ALLEGED IRREGULAR EMPLOYMENTS IN THE STATE DEPARTMENT.

In April, 1893, the Commission investigated two irregular appointments in the State Department. It was found that two persons had been appointed under the previous Administration nominally as confidential clerks or private secretaries in excepted *places in the State* Department, but that they had never served in the positions to *which nominally* appointed, having been assigned to the duties of places which could

only be filled through a competitive examination. The Commission reported that this was a clear evasion of the rule, and on its report the two persons were dismissed. This is one of many investigations which convince the Commission of the extreme unwisdom of allowing the great majority of places now excepted from examination to be so excepted. Most, even of the so-called confidential places, could be filled perfectly well through open competitive examination and certification. In the opinion of the Commission nine-tenths of the places now excepted in the departmental, customs, and postal services should be made competitive or left to be filled by promotion from within the ranks.

One abuse at present existing in the Departments is the employment of persons nominally as laborers to do clerical work which should be performed only by employees of the classified service. The Commission has received information from time to time to the effect that there are persons on the laborers' and messengers' rolls, but employed as typewriters, copyists, and the like, who really do no kind of laboring work whatever. Many of these persons are women. This employment is in direct violation of the order of classification in each Department made by direction of the President, and should not be permitted. A circular letter has been addressed by the Commission to the heads of the various Departments requesting information upon this subject. The pressure for place on the part of politicians being practically entirely removed from positions covered by competitive examination, is concentrated upon those outside. The places excepted from examination and the so-called laborers' and messengers' places below the classified service are the only ones which can now be obtained through political influence, and the pressure for these places is, in consequence, very great. The only way to remedy this is to strike from the excepted list the great bulk of the places now included therein, and especially to strike out the chiefs of divisions, and to classify many of the places not now classified. Messengers, for instance, can perfectly well be classified, and as a matter of fact, in the Commission's own force the position of messenger is treated as a classified place

ALLEGED IRREGULAR APPOINTMENTS IN THE INDIAN SERVICE.

The Indian school service did not really go under the rules of the Commission until the spring of 1892. In October, 1893, the Commission received from Mr. Arthur Hobart, of Boston, information that at the Sante Fe, N. Mex., Indian school, and at the Carlisle, Pa., Indian school, the civil-service law was being evaded by changing the designation of employees while keeping them at the same work, so that although the old designation was that of some position in the classified service, the new designation would be that of some position outside of it. A letter was addressed to the Commissioner of Indian Affairs inviting his remarks upon this charge. In reply he requested the Commission to make its inquiry directly of the Secretary of the Interior. Accordingly, on October 15, the Commission sent the Secretary of the Interior a letter embodying the facts, and asking information about them. No answer was received to this communication, and on February 13 another letter was sent repeating the request. The matter is still in suspense; but this is not of consequence, as the action taken by the Commission in the case next considered, and the position assumed thereon by the Secretary of the Interior, bid fair to prevent the possibility of the recurrence of such cases in the future.

*Chilocco, Okla., Indian school.*

In November, 1893, charges were made of illegal appointments under the Interior Department in the Indian school at Chilocco. The Commission investigated the case and made the following entry upon its minutes to show the facts:

Department of the Interior, letter of the Commissioner of Indian Affairs of December 2, 1893. It appears from this letter that under the peculiar conditions of employment of teachers, assistant teachers, and other employees in the Indian schools, the Department of the Interior can practically nullify the order *of the President classifying* the Indian educational service if the Secretary's action

in reference to the positions of teacher at Chilocco is allowed to stand. At present the position of teacher is classified. The position of assistant teacher is unclassified. The Commission consented to it being so regarded with the purpose of providing for the employment of Indians in this capacity whenever practicable, and on the distinct understanding with the Secretary of the Interior, expressed in its letter to him of April 30, 1892, that the assistant teacher was not to be employed to perform the duties of teacher, as this would be, within the meaning of the order of classification, an admission to the place of teacher, and thus a violation of the rule governing the appointment of teachers.

It appears that at the ending of the fiscal year on June 30 last, there were two positions of teacher in the Chilocco school, these positions being vacant, and no teachers ever having held them. With the new year these positions were abolished, and in their places were created, so far as appears at precisely the same salary and with precisely the same duties, two positions of assistant teacher, which were unclassified, and which the Commissioner of Indian Affairs filled by appointments from the outside, without examination and certification, one of the people appointed being his own niece.

In the opinion of the Commission no justifiable reason can be shown why the change from teacher to assistant teacher was made, and why the vacancies should not have been filled precisely as other vacancies are, by appointment from the eligible lists of the Commission. It is needless to point out that if the Department can take this action with regard to the two teachers in question it can take it with regard to all positions of teacher. By simply changing the designation from teacher to assistant teacher, without alteration of the salary or the duties, it would be possible for the Department of the Interior to remove practically the whole force of the Indian service which is now classified into the unclassified list. The Commission holds this action to be illegal, being manifestly an evasion of the law, and deems that the Secretary of the Interior should cancel the appointments made to these positions of assistant teacher and should treat the positions as being those of teachers, to be filled only from the eligible registers of the Commission.

Moreover, the Commission considers it imperative, in view of the action of the Department in relation to these two teacher places, to urge upon the President the necessity of classifying the positions of the assistant teachers. It is ordered that the orders necessary to the accomplishment of this object be prepared and submitted to the President for his approval, such orders to provide that upon the nomination of the Secretary of the Interior Indians will be admitted to the grade of assistant teacher upon passing a suitable noncompetitive examination provided by the Commission.

The result, as shown in this case, of allowing the assistant teachers to be regarded as unclassified furnishes, in our opinion, a strong argument against excepting the positions of superintendents of schools from examination. Assistant teachers were allowed to remain unclassified on the distinct understanding that the places should be filled with Indians where possible, and that white assistant teachers should be employed strictly to perform the duties implied by their official titles. Advantage is now taken of the Commission's action to abolish two positions of teacher and to create in their stead two positions of assistant teacher, with the same salaries and duties, one of these positions being filled by a near relative of the Indian Commissioner. The action in this case makes the Commission feel that it would be detrimental to the interests of the service to except the superintendents from examination, and that it is now detrimental to the service to treat the positions of assistant teacher as unclassified. (Minutes of December 11, 1893, clause 1.)

In response to its letter to the Secretary of the Interior it received the following communication:

JANUARY 25, 1894.

SIR: Your letter of December 16, inviting my attention to an extract from the minutes of the Commission in respect to the appointment of assistant teachers at the Chilocco Indian school, and to other subjects mentioned in connection therewith, would have received an earlier reply but for my want of knowledge of the details to which you referred, and my desire to consult the new superintendent of Indian schools upon your suggestions.

Inclosed I hand you a copy of a report from the Assistant Commissioner of Indian Affairs (General Armstrong), which explains by whom and why the positions of teachers at the Chilocco school were changed to assistant teachers. Also a copy of a report from the Commissioner of Indian Affairs (Judge Browning) explaining the circumstances under which the selections were made. I furnish you copies of these reports because I knew nothing of the changes or appointments when they took place. From these reports it seems clear that you have done injustice to this Department in holding that its action was manifestly an evasion of the law.

I have carefully examined the correspondence between Secretary Noble, the Commissioner of Indian Affairs, and the Civil Service Commission with reference to the exception of the position of assistant teacher from the classified service. While it is evident from that correspondence that one of the reasons for making this exception was the desire to open the way for the employment of Indians in the schools, it is equally evident that selections for the position of assistant teacher were not to be limited to Indians. It was determined to leave the office of teacher within the classified service, and to except the office of assistant teacher from the classified service, and yet no satisfactory distinction was made between the duties of the two offices. An assistant teacher must necessarily teach. In a school where *three or more are engaged* in the work, one would naturally direct while the others would follow *instructions and assist.* If this distinction were made as to the positions, only the principal teacher *would be recognized* as a "teacher," and all the others would be, in reality, "assistant teachers." It

is to be regretted that when the determination was reached to consider assistant teachers not within the classified service, some arbitrary designation of what constitutes an "assistant teacher" was not made.

I have conferred freely with the superintendent of Indian schools as to the wisdom of including assistant teachers within the classified service, an exception to be made in favor of Indians alone, as suggested by your action. We agree that the position is one which with great propriety can be placed within the classified service. It is a position which requires that ordinary ability as a teacher most likely to be disclosed through a technical examination. The competitive tests are calculated to determine with reasonable accuracy fitness for the work. The position is not so high that it would probably draw teachers of established reputation. Beginners must be placed in these positions, and can be selected through the certified list with undoubted advantage to the school service.

Where the responsibility of teaching involves work other than that which can be disclosed by a technical examination; where the position is so high that men of experience who have been successful instructors can be induced to accept the places, it is there alone that I fear the proficiency of the service may be hampered by the strict rules governing the admission of classified employees.

It is my earnest desire to aid in establishing a permanent, nonpartisan, and efficient Indian-school system, and the rules governing the classified service should certainly be applied wherever practicable. I trust that you may be able to agree with the superintendent of Indian schools upon a plan by which this may be accomplished, and yet enable him to exercise some discretion in the selection of men suited to particular work.

Very respectfully,

HOKE SMITH, *Secretary.*

Hon. JOHN R. PROCTER,
*President of the Civil Service Commission.*

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DEPARTMENT OF THE INTERIOR, OFFICE OF INDIAN AFFAIRS,
*Washington, January 22, 1894.*

SIR: In regard to the charges made by the Civil Service Commissioners that the Commissioner of Indian Affairs abolished two positions of teacher within the classified service at the Chilocco Indian school, and instead created two positions of assistant teachers, in order to appoint two persons to the position, we state that, although the positions for teachers were authorized in January, 1892, they had never been filled because not needed, and the positions lapsed June 30, 1893; that, with Assistant Secretary Reynolds, we, at the beginning of the present fiscal year, did the personal work of going over the records and arranging positions for the year, and that without any suggestion from the Commissioner we arranged two positions of assistant teachers at Chilocco, because, as teachers had not been needed or selected, it was thought that occasion might arise for selections to be made temporarily, and the length of time required for selections through the civil service, and the fact that many who were selected declined, we thought it best to have them authorized as assistant teachers.

Very respectfully,

FRANK C. ARMSTRONG,
*Assistant Commissioner.*
F. T. PALMER,
*Chief Education Division.*

The SECRETARY OF THE INTERIOR.

These two positions were not filled prior to July 1, as shown by these books, consequently there was no one displaced. The approval of all school positions at the first of the fiscal year was made by Mr. Reynolds, with Mr. Clements, Mr. Palmer, and myself. The Commissioner had nothing to do with it.

FRANK C. ARMSTRONG,
*Assistant Commissioner of Indian Affairs.*

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DEPARTMENT OF THE INTERIOR, OFFICE OF INDIAN AFFAIRS,
*Washington, January 22, 1894.*

SIR: On December 2 last I had the honor to report to you upon the charges made by the Civil Service Commission that two positions of teacher within the classified service had been abolished at the Chilocco Indian school, and instead two positions of assistant teacher, not in the classified service, had been created, and that these two positions of assistant teacher were treated as outside the classified service, and filled by the appointment of John E. Youngblood and Alice Kingcade, the latter being a niece of mine.

Notwithstanding the report made on the date referred to, I am to-day advised that it is yet claimed that positions within the classified service were abolished and positions created outside of the classified service by me in order that I might appoint a relative to one of them, in violation of the spirit, if not the letter, *of the civil-service law*, and I again desire to call your attention to the facts as established by the records of your Department.

The law provides that positions within the school service, except superintendents, who are provided for by law, shall be created by the Secretary of the Interior at the beginning of each fiscal year, and at the end of the fiscal year such positions lapse. These positions are established as the needs of the service may require, considering the number of pupils in attendance at each school, and the labor to be performed

In January, 1892, two positions of teachers were authorized by the honorable Secretary of the Interior for the Chilocco school, but they were not filled by selections, because they were not needed, and on the 30th of June, being the end of the fiscal year, these places so authorized lapsed without ever having been filled.

At the beginning of the present fiscal year you authorized such positions for the various schools as were needed. The school reports, showing the attendance at the various schools, were considered, and all of these positions carefully gone over, the work being under the personal supervision of Mr. Reynolds, the Assistant Secretary of the Interior, Assistant Commissioner Armstrong, and Mr. Palmer, chief of the education division of this office. This work required several days' labor by these gentlemen, and was done in the office of Assistant Secretary Reynolds, and in the arrangement of positions two positions of assistant teachers for the Chilocco school were recommended and authorized by you.

Since these charges were made I have been informed by the gentlemen recommending these positions that they did so because the teachers formerly authorized were not needed, and it was thought that these positions might not be required, but occasion might arise for the selection of assistant teachers temporarily only; and as it was uncertain whether they would be needed, and the length of time required to secure persons from the eligible list, and that many selected declined the positions, and as they might be only needed for a short time, they concluded that it was best to authorize these positions as assistant teachers.

On August 15, upon the request of Superintendent Coppock that these positions be filled, the persons mentioned in the letter of the Civil Service Commission were appointed, one of whom is my niece; both of whom had passed examinations for teachers' certificates in the States where they resided, and successfully taught in the public schools. My niece had taught in the public schools of Illinois and Texas. Since that time Superintendent Coppock and Dr. Dorchester, superintendent of Indian schools, after he was notified that his resignation was desired, both reported to this office that she was competent and rendered efficient service as a teacher.

I desire to say further that these positions as assistant teachers, so authorized, were not made by these gentlemen at my suggestion, and that I had no thought of selecting my niece to fill a position in the school service until after the request was made, August 15, by Mr. Coppock.

I will further state that the positions of assistant teachers were authorized under the former Administration and filled by appointment from this office, the same grade as these positions, and this act was no departure from the practice under the former Administration.

As to the suggestion in the letter of the Civil Service Commission that these new positions were treated as outside the classified service, I have to say that they were not only recognized under the former administration of this office as being outside of the civil service and appointments made, as before suggested, but the Civil Service Commission had also recognized such positions as not being within the classified service, as many of their letters on file in this office show.

For your information I inclose you a letter, dated April 11, 1893, addressed to this office, signed by Mr. Charles Lyman, as president of the Civil Service Commission, in which it is said, referring to assistant teachers, "At present these positions are unclassified," etc.

I desire to say that I have no objection to placing the positions of assistant teachers within the classified service, except that persons of Indian blood should not be required to stand the civil-service examination. I have neither in letter nor spirit attempted to evade the civil-service law, but have aided in carrying it out in every way.

I desire further to add that the niece referred to is the only relative of mine occupying any position in the Government service, except the position held by Mr. Cochran, who is my confidential clerk.

Very respectfully, your obedient servant,

D. M. BROWNING, *Commissioner.*

The SECRETARY OF THE INTERIOR.

In answer this letter was sent:

JANUARY 31, 1894.

SIR: The Commission has the honor to acknowledge the receipt of your communication of January 25, and to state that in view of what you say in respect to the advisability of classifying the positions of assistant teacher in the Indian service the Commission does not think it necessary to take any further action in relation to the appointment of assistant teachers at the Chilocco Indian school. A communication will be addressed to the President requesting his approval of the classification of the positions of assistant teacher, stating that the Commission makes the request with your approval.

The Commission takes pleasure in stating that it has had more than one conference with the superintendent of Indian schools, and will endeavor to make arrangements to meet the points you raise in *reference* to the special positions to be filled.

*Very respectfully,*

CHAS. LYMAN, *Acting President.*

*The* SECRETARY OF THE INTERIOR.

DEPARTMENT OF THE INTERIOR,
*Washington, February 17, 1894.*

GENTLEMEN: For your information there is inclosed herewith a copy of a letter to the Commissioner of Indian Affairs, dated yesterday, in which I express my conclusion that there is no sufficient reason for a distinction between teachers and assistant teachers of Indian schools and directing that hereafter your Commission shall be called on for the certification of eligibles for appointment as assistant teachers, the same as for teachers, except in cases where Indians may be found qualified for such positions; also a list showing some of the appointments made to these places since they were excepted from the classified service. These parties were none of them Indians, and were regularly engaged in teaching.

Very respectfully,

HOKE SMITH, *Secretary.*

THE CIVIL SERVICE COMMISSION.

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DEPARTMENT OF THE INTERIOR,
*Washington February 16, 1894.*

SIR: After careful consideration of the subject I have come to the conclusion that there is no sufficient reason for a distinction between teachers and assistant teachers of Indian schools, whereby the former are included in the classified service and the latter are not included. You will therefore hereafter please request from the Civil Service Commission certifications for persons to fill positions as assistant teachers, except always in cases where Indians may be found who are qualified for such positions.

Very respectfully,

HOKE SMITH, *Secretary.*

THE COMMISSIONER OF INDIAN AFFAIRS.

Upon receipt of this last letter of the Secretary of the Interior the Commission made the following entry in its minutes:

(1) *Interior Department.*—Letter of the Secretary, inclosing statement as to assistant teachers appointed in 1892 without examination and certification by the Commission, none of them being Indians. Inasmuch as this letter announces that the Secretary deems that the position of assistant teacher should be really a classified one and will hereafter be treated as such, it is directed that an amendment be immediately prepared for submission to the President including assistant teachers in the classified list, and providing that Indians can be admitted as assistant teachers upon the nomination of the appointing officer and certification by the Commission that they have passed a suitable noncompetitive examination. In the accompanying letter the President's attention will be called to the fact that this amendment is practically a formal one, inasmuch as the Secretary of the Interior now treats these positions as classified.

The action of the Secretary of the Interior in deciding to treat assistant teachers as classified is greatly to be commended.

### THE REMOVAL OF EUGENE E. GADDIS, TREASURY DEPARTMENT.

In July, 1893, a clerk named Eugene E. Gaddis, detailed before the incoming of the present Administration to serve with the Commission, was recalled to the Treasury Department, but immediately, and while still serving with the Commission, was dismissed. After some preliminary correspondence, the Commissioner, on October 10, wrote to the Secretary of the Treasury as follows:

OCTOBER 10, 1893.

SIR: Mr. Eugene E. Gaddis complains of his removal from the Treasury Department, office of the Register of the Treasury, for political reasons, and asks that the Commission make investigation to ascertain the facts in the case and take proper action in reference thereto. The Commission holds that it is its duty under the law to investigate and report upon dismissals from the classified service where it is alleged with offer of proof that said dismissals were made for political reasons. Before further consideration of this case it deems it due to the Register of the Treasury that the papers filed in this office by complainant be submitted to him for such remarks as he sees fit to make.

Very respectfully,

THEODORE ROOSEVELT, *Acting President.*

THE SECRETARY OF THE TREASURY.

The Secretary of the Treasury responded as follows:

TREASURY DEPARTMENT, OFFICE OF THE SECRETARY,
*Washington, D. C., November 11, 1893.*

SIR: Your communication to the Register of the Treasury, together with the accompanying papers, having been referred to me, I have given them a careful consideration, and now have the honor to say that I fail to find in them any allegation which, if proved or admitted, would show that any provision of the civil-service rules or law has been violated by the discharge of Gaddis from the public service. By *section 2 of the act entitled* "An act to regulate and improve the civil service of the United

States," approved January 16, 1893, the Commission is directed to aid the President, at his request, in preparing suitable rules for carrying the act into effect, and it is provided that, among other things, such rules shall provide and declare, as nearly as the conditions of good administration will warrant, "that no person in the public service is for that reason under any obligation to contribute to any political fund, or to render any political service, and that he will not be removed or otherwise prejudiced for refusing to do so."

In accordance with this requirement, the President, with the aid of the Commission, adopted and promulgated certain rules, among which is General Rule I, as follows:

Any officer in the executive civil service who shall use his official authority or influence for the purpose of interfering with an election or controlling the result thereof, or who shall dismiss or cause to be dismissed, or use influence of any kind to procure the dismissal of any person from any place in the said service, because such person has refused to be coerced in his political action, or has refused to contribute money for political purposes, or has refused to render political service; and any officer, clerk, or other employee in the executive civil service, who shall willfully violate any of these rules, or any of the provisions of sections 11, 12, 13, and 14 of the act entitled "An act to regulate and improve the civil service of the United States," approved January 16, 1883, shall be dismissed from office.

It is not claimed that this clerk was removed or otherwise prejudiced for refusing to contribute to any political fund or to render any political service, nor is it claimed that he was removed because he has refused to be coerced in his political action or has refused to contribute money for political purposes; and consequently it does not appear that either the provision of the law or the rule quoted can have any application in the present instance.

The only other provision relating to the power of removal which I have been able to find is contained in section 13 of the statute, which reads as follows:

No officer or employee of the United States mentioned in this act shall discharge, or promote, or degrade, or in any manner change the official rank or compensation of any other officer or employee, or promise or threaten so to do, for giving or withholding or neglecting to make any contribution of money or other valuable thing for any political purpose.

There is no statement in the affidavit of Mr. Gaddis or in any of the papers submitted to me that he was discharged for "giving or withholding or neglecting to make any contribution of money or other valuable thing for political purpose," and I respectfully submit that if he had been discharged for any of these reasons a case would be presented for prosecution in the courts, which is the only remedy provided in the law.

The Register of the Treasury, in transmitting to me the affidavits and other papers which were sent to him by the Commission, has also made a communication denying the statements contained in the affidavit of Mr. Gaddis and inclosing several written statements from clerks who served with him concerning that gentleman's character and conduct while holding his position as clerk; but as no case has been presented in which the Secretary of the Treasury feels that it is incumbent upon him to state the reasons for the removal, these documents are not transmitted.

I have the honor to remain, yours, respectfully,

J. G. CARLISLE, *Secretary.*

HON. THEODORE ROOSEVELT,
*Chairman United States Civil Service Commission, Washington, D. C.*

The Commission wrote in reply as follows:

NOVEMBER 23, 1893.

SIR: In answer to your letter of November 11, the Commission has the honor to call your attention to a copy herewith transmitted of its letter, signed by John H. Oberly, then acting president of the Commission, to the Cincinnati postal board of examiners, approved by the Commission on September 8, 1887. From the closing paragraph of this letter you will see that the Commission then took the ground that it was a violation of law within the meaning of the civil-service act and rules to remove an employee from the classified service because he belonged to the opposite political party, or because of his political opinions or affiliations. Ever since this date the Commission has consistently acted upon this view. It has been the settled policy of the Commission to consider General Rule I as forbidding the removal of an employee in the classified service because of his political affiliations or opinions, or because he belonged to the political party opposed to that of the "officer who dismissed or caused to be dismissed, or used influence of any kind to procure his dismissal."

This construction of General Rule I has never hitherto been questioned, and the charges contained in the affidavits now before you against Mr. Tillman in the case of the clerk Gaddis do distinctly charge, in substance, that Mr. Tillman procured the dismissal of Mr. Gaddis because of his political affiliations or opinions. In pursuance of the policy on which the Commission has consistently acted ever since the letter of Acting President Oberly was approved, the Commission therefore requested Mr. Tillman's answer to the allegations contained in the affidavits submitted by Mr. Gaddis.

After the Department has considered the letter signed by Mr. Oberly, embodying the settled policy of the Commission for the past six years, the Commission respectfully requests that it be informed whether the Department accedes to the view entertained by the Commission as to its power to investigate any such cases where the allegation is that the employee was dismissed because of his political affiliations or opinions, or whether the Department still insists that it is no violation of the civil-service act or rules to dismiss an employee merely because of his political opinions or affiliations.

*Very respectfully,*

CHAS. LYMAN, President.

*The SECRETARY OF THE TREASURY.*

In January, 1894, the following letter was received from the Secretary of the Treasury:

TREASURY DEPARTMENT, OFFICE OF THE SECRETARY,
*Washington, D. C., January 17, 1894.*

DEAR SIR: In response to the last communication of the Commission, in relation to the case of Mr. Eugene E. Gaddis, I think it proper, in view of the fact that the subject has been pending for a long time, to recapitulate the facts which have heretofore occurred.

On the 4th day of August, 1893, Mr. Gaddis was discharged from the service by an order signed by Mr. W. E. Curtis, then Acting Secretary of the Treasury, and on the 7th day of that month the Commission, through its president, sent a letter to Mr. Curtis, in the nature of a protest against the action of the Department. This letter was answered by Mr. C. S. Hamlin, who had succeeded Mr. Curtis as Acting Secretary, and stated that the removal had been made "for good and sufficient reasons."

Inasmuch as no charge or complaint had been made that Mr. Gaddis had been removed for political reasons, or for any reasons supposed to be in violation of the civil-service law or rules, it was expected that this would terminate the correspondence upon the subject; but, on the 16th day of August, Mr. Roosevelt, a member of the Commission, addressed another letter to the Secretary of the Treasury, in which, after a preliminary statement, he added:

The Commission, therefore, though without power to demand, as to matter of right, any information from the Departments as to their treatment of these men, because of their connection with the Commission, has nevertheless always endeavored to secure for them the same treatment that it accords to its own office force, and being their only actual superior officer who alone can testify to their good or ill conduct in performing their official duties, have always laid before any Department any facts which it seemed proper to bring to the attention of that Department in reference to questions of reduction, dismissal, and promotion in the detailed force.

And the letter then proceeds to say:

It is of course out of the question that he (Gaddis) should have been guilty of insubordination, of negligence, or any species of official misconduct during the period of the present Administration. In the next place, whether the reasons for his dismissal are or are not "good and sufficient" (and with the facts as given above it is very difficult to believe they are), I would, with all deference and respect, and with all earnestness, state that it seems hardly possible that there can be any good and sufficient reason for refusing to state to Mr. Gaddis, or to the Commission under which he has been serving, the cause of his dismissal.

Up to the time this letter was written no claim had been made by Mr. Gaddis, or by anyone else so far as I know, that he had been removed for political reasons. In fact, two weeks after the date of this letter Mr. Gaddis addressed a note to the Secretary of the Treasury asking permission to resign.

On the 29th of September, 1893, however, Mr. Gaddis for the first time made an affidavit, which was presented to the Commission on the next day, charging, though in a very vague and indefinite way, that his removal had been recommended by the Register of the Treasury for political reasons, and subsequently, on the 7th day of October, he addressed a letter to the Commission in which he made additional statements upon the same subject.

While the statements contained in this letter are somewhat more specific than those contained in the affidavit of September 29, 1893, the writer does not allege in terms that he was removed because he was a Republican or because he was a Democrat, nor does he charge that he was removed because he had refused to be coerced in his political action, or had refused to contribute money for political purposes, or had refused to render political service. So far as the affidavit and letter taken together can be construed as containing any distinct charge, it is that the Register of the Treasury had recommended the removal of this clerk in order that he (the Register) might be able to select a personal and political friend of his own for confidential clerk in his office.

Whether the language of the civil-service act, and of the rule quoted in my letter of November 11, 1893, can be so construed as to embrace a case where the removal is not alleged to have been made for a cause which is not in terms prohibited is a question which I do not consider material in this particular instance, and, inasmuch as it may at some time arise in a criminal prosecution, I prefer to leave it for the decision of the courts.

After the affidavit and letter of Gaddis were filed the Commission addressed a letter to the Register of the Treasury on the subject, and submitted the papers to him for "such remarks as he sees fit to make." The Register has transmitted to the Secretary his response to the statements and charges made in the papers filed by the Commission and, also, of the written statements of clerks who served with the discharged clerk, and I herewith forward copies of all these documents.

In recent personal interviews with the president of the Commission I have been informed that it does not insist upon having the "cause of his dismissal" stated, as was requested in the letter to me dated August 16, 1893, but that it simply desires to know whether this clerk was removed for political reasons, and, although I have no personal knowledge of the causes which induced the Register of the Treasury to recommend the action that was taken in the case, I am satisfied that neither the recommendation nor the actual removal was made on account of the politics of the clerk.

I have the honor to be, very respectfully,

J. G. CARLISLE, *Secretary.*

Hon. JOHN R. PROCTER,
*President United States Civil Service Commission, Washington, D. C.*

**The papers were referred to Commissioner Roosevelt, who made the following report, which was adopted, the Commission directing that action be taken in accordance with his recommendations:**

UNITED STATES CIVIL SERVICE COMMISSION,
*Washington, D. C., January 24, 1894.*

SIRS: In accordance with your instructions I have carefully gone over the final letter of the Secretary of the Treasury and all the documents in the Gaddis case.

This final letter was received by the Commission on January 22. It was on July 28 last that the Acting Secretary of the Treasury, Mr. Curtis, wrote the Commission requesting the return of Mr. Gaddis to the Treasury. Nearly six months have thus been occupied in getting at the facts—a period during which a score of cases of more difficulty and intricacy have been raised, investigated, and decided between the Commission and the Post-Office Department. One of the Commissioners first went personally to the Department about August 2. On August 7 the Commission wrote to make inquiries concerning the dismissal of Mr. Gaddis. On August 9 an answer was received. On August 10 the Commission wrote again. No answer was received to this letter. On August 16 the Commission wrote again. Again no answer was received. Additional evidence was then furnished the Commission by Gaddis, and on October 10 the Register of the Treasury was written to. The Secretary of the Treasury then, on October 11, wrote the Commission, assuming the responsibility for the whole matter. On October 14 the Commission wrote the Secretary asking for any statement the Register might make. On November 8 the Register wrote to the Commission stating that he had filed his answer with the Secretary of the Treasury and that the Secretary, and not himself, was responsible for the removal. On November 11 the Secretary of the Treasury wrote to the Commission stating that even if the allegations made as to the removal of Gaddis were proved or admitted, he did not see that the law had been violated by the discharge. Inasmuch as the Commission's letter of October 10 alleged that the removal had been made for political reasons, this amounted to a denial of the proposition that to remove a man for political reasons was a violation of the civil-service law. There was also an implied denial of the right of the Commission to investigate removals even where it was alleged that they were made for political reasons. On November 23 the Commission wrote the Secretary, pointing out why, in its opinion, the position he had taken was untenable. No answer to this letter was received. On December 19 the Commission again wrote, asking for answer. Again no answer was received, and on January 6 the Commission wrote once more. Then the answer came, on January 22, though it is dated January 17.

In view of the position taken by the Secretary in his last two letters it seems useless further to discuss the matter with him, and I recommend that the case be brought to the attention of the President. On November 11 the Secretary, in effect, takes the position that it is not a violation of the civil-service law to remove a man for political reasons. In his letter of January 17 he does not express himself so definitely, stating that he would prefer to leave it for the decision of the courts. In his letter of October 11 he states that even had Gaddis been discharged for refusing to contribute a political assessment the only remedy would have been to prosecute the case in the courts. This is practically the position taken by Postmaster-General Wanamaker in reference to the persons in the Baltimore post-office who were accused of violating the civil-service law. Secretary Carlisle, moreover, is, as far as the Commission now remembers, the first public officer who has ever taken the position that it is no violation of the civil-service law to discharge a man for political reasons. Under President Cleveland's first Administration the Commission, through its acting president, Mr. Oberly, took the ground that it was a violation of law to remove a man for his political opinions or affiliations. The Commission has acted upon this view ever since, both in making investigations and in preparing rules.

In General Rule III, section 7, it is provided that any nominating or appointing officer who shall discriminate in favor of or against any eligible because of his political opinions or affiliations shall be dismissed from office. If the position taken by the Secretary of the Treasury is correct, the law and rules prohibit an appointing officer from discriminating for political reasons against any man until he is appointed, but allow discrimination against the same man for the same reasons the instant he is appointed. There is small need of comment on such a construction of the law. Moreover, the Commission emphatically dissents from the view now advanced by Secretary Carlisle, as formerly by Postmaster-General Wanamaker, that the remedy for violations of the law lies only in a court of law, and not in the action of the head of the Department. One of the conditions of good administration in every office is that the head of the office shall see that the law is observed, and not wait to have the court force him into its observance. The decision of the supreme court of the District of Columbia in United States ex rel. George T. Pulaski is explicit. It declares that it is the duty of all officers of the United States in the Departments and offices to which the rules relate to aid in carrying them into effect. It ought not to be necessary to point out that cases may continually arise under the civil-service law, as under all other laws, where a zealous and faithful officer must proceed against his own subordinates on evidence which may not be sufficient to justify a prosecution in a court of law.

The head of a Department who has every reason to believe that one of his subordinates has been *evading or violating* the civil-service law, even though there is no case against him on which the

Commission could go into court, must be held responsible for the wrongdoing. The Commission can not acquiesce in a view which if accepted would permit a head of a Department to lie supine and allow his subordinates to violate the law at pleasure, provided only they exercised enough caution to keep clear of the courts. If the views advanced by the Secretary in his letter of November 11 are ever acknowledged to be correct, an immense stride will have been taken toward reducing the law to a mere nullity. The result of the adoption of this position by the Secretary will naturally be its adoption by his subordinates and by other public officials. Had this view been taken by Postmaster-General Bissell it would be difficult to overestimate the extent to which it would have hampered the work of the Commission during the last ten months in dealing with the classified post-offices generally, and with the newly classified offices in particular, while it would of course have put a premium upon making sweeping removals for partisan reasons in these offices.

In regard to the removal of Mr. Gaddis, the Secretary forwards from Mr. Tillman and from various clerks in the office statements reflecting upon Mr. Gaddis, and gives it as his opinion that Gaddis was not removed for political reasons.

The Secretary states that when the original letters of the Commission were written no complaint had been made that the removal was for political reasons. If he had turned to my letter of August 10 he would have seen that Mr. Gaddis had already stated that there were no reasons for his removal unless they were political. At the time it seemed evident to me that the responsible authorities of the Treasury Department must be ignorant of what had been done in removing Gaddis, and that on their attention being called to the matter they would be only too glad to rectify their action. The letters I wrote were precisely such as I would have written to any Department, proceeding upon the assumption that the head of the Department would wish to know when an evident and flagrant injustice was being committed. I was careful in these letters to state that the Commission had no power to demand information from the Department as to the treatment of Mr. Gaddis, but that it was impossible that there could be any good or sufficient reasons for refusing to state to the Commission the cause of dismissal.

The easiest way of showing that a dismissal was not made for political reasons is to show what the reasons actually were, and often if no such reasons are forthcoming the Commission will be obliged to assume that the real reasons were political. It has been my experience that in the great majority of instances where the reasons were genuine and adequate there was no hesitation whatsoever in giving them, but that where the hesitation existed it was generally because they were felt to be insufficient or were used merely as pretexts, the real reason being one which the person implicated did not dare to avow. In this particular instance it is difficult to believe that the reasons now alleged as causes for the removal of Mr. Gaddis were thought of at the time the removal was made. The letter recalling Gaddis came on July 28. The various documents containing charges against him are dated from August 29 to December 13. Moreover, the reasons alleged for his removal have shifted from time to time. On July 28 his return was asked for because his service were needed in the Department. Soon after it was alleged to the Commission that he was removed for insubordination. This ground seems to have been abandoned, and the papers now submitted charge various offenses against office discipline and morals. In view of the position the case has now taken it is needless to discuss the truth or falsity of these charges.

But one of them deserves notice for other reasons. This is the charge that Gaddis was promoted for political or peronal reasons under the last Republican administration. There is a certain unconscious humor in advancing this as a reason for dismissing him, in view of the constant complaints that are now being brought to the Commission about the promotion and reduction of men in the Treasury Department, and particularly in the offices of the Second and Sixth Auditor, for, as is alleged, political and personal considerations. The very day upon which Assistant Secretary Hamlin wrote to the Commission, stating that Gaddis had been removed for satisfactory reasons, the same gentleman also furnished to the Commission a list of promotions and reductions, notably in the Sixth and Second Auditors' offices, concerning which it was charged to the Commission, with offer of proof, that the great majority, if not all, were promoted or reduced purely for political or sectional reasons. Complaints have constantly been made to the Commission concerning promotions and reductions for political reasons in the different Departments. In particular, such complaints were made very frequently concerning the action of Commissioners Tanner and Raum in the Pension Bureau; but never as frequently as they have been made concerning what is alleged to have gone on in the Treasury Department during the last ten months.

The fact that these charges were never communicated to Mr. Gaddis at all, and were only produced weeks or months after the removal had taken place, and that Mr. Gaddis had no opportunity of answering them, although anxious to produce counter testimony, is sufficient to show the harm resulting from removals made in this way. It is very unfortunate that the Commission is not given full authority to investigate such removals. The testimony of Assistant Register Smith in his letter of January 12, is very damaging to Register Tillman, tending to show that he recommended the removal of Gaddis merely for personal and political reasons.

To sum up, then, so far as this particular case is concerned, it appears that (1) the Secretary of the Treasury takes the position of declining to hold that it is a violation of the civil-service law to remove a man for political reasons; (2) the Secretary further takes the position that if there is such

a violation of the law the head of the Department will not provide any remedy, but will leave the matter to the courts, and (3) the charges upon which it is now alleged that Gaddis was removed, whether true or false, were advanced some weeks or months after the removal in order to justify it.

In view of the attitude of the Secretary of the Treasury I recommend that the Commission earnestly request the President to amend General Rule I to bring it into accord with General Rule III, section 7, making it provide for the dismissal from office of any appointing or nominating officer who discriminates in favor of or against any subordinate because of his political or religious opinions or affiliations. In connection with what has been shown in this case as to the numerous promotions and reductions in the Treasury Department, alleged with offers of proof to be for political reasons, I further recommend that the President be asked to adopt a rule authorizing the Commission to exercise supervision over promotions and reductions, and at least to provide that no discrimination for political reasons enters into them.

In corroboration of the charges made to this Commission with reference to reductions for political reasons in the Treasury Department, the following figures are of interest: During the six months immediately succeeding the 4th of March, 1889, there were in the classified service of the Treasury Department, in places covered by competitive examination, 6 reductions and 19 removals. During the corresponding six months succeeding the 4th of March, 1893, there were no less than 58 reductions and 41 removals. The difference in the number of reductions is very striking. That the persons reduced were certainly in the great majority of cases, and probably in all the cases, Republicans, is shown, among other things, by the fact that no less than 50 of the 58 reductions were of people who had entered the service prior to the classification in 1883.

It has furthermore been charged to the Commission, with offer of proof, that in the Bureau of Engraving and Printing, under the Treasury Department, there has been and is now discrimination exercised both in appointments and removals upon the ground of color. There is no provision of the law or rules allowing the Commission to take cognizance of discrimination exercised for this reason. It may be well to call the attention of the President to the matter to decide whether, under the law, it would be possible to promulgate a rule providing that the Commission should investigate and report concerning such cases hereafter.

As regards these two points of reductions or promotions for political reasons, and discrimination on the ground of color, the Commission has received many more complaints of the management of the Treasury Department in the last ten months than ever before; but there is another subject upon which quite as many complaints were made to the Commission formerly as at present. This concerns the appointments and removals in excepted places, notably the places of chiefs of division. The majority of these places are changed with each Administration primarily for political reasons, and to the serious detriment of the service. The positions should by rights in all cases be filled by promotion from within the ranks wholly without regard to political considerations. The Commission should therefore earnestly recommend to the President that the great bulk of these excepted places be abolished.

Finally, in my opinion, the history of the Gaddis case shows very clearly the need of adopting a rule which shall provide for the filing of detailed charges whenever a clerk is removed, the clerk to be allowed to see these charges and have them published if he so desires, while the Commission should be given ample authority to investigate and report, if in its opinion the removal is made for political reasons, whether or not it purports on its face to be for a different cause.

Yours, truly,

THEODORE ROOSEVELT.

The COMMISSION.

There have doubtless been other evasions and violations of the law besides those referred to in this report, but the very limited appropriation given to the Commission renders it impossible to keep the close watch over the local offices which is desirable. The only fund allowed is that which is necessary for holding examinations of applicants for entrance to the service; and to enable the Commission to inspect the local offices at all, the greatest care must be exercised in arranging these examinations so as to keep the expense down to the minimum. The Commission is frequently obliged to refrain from holding examinations at times and in sections of the country where there is need of holding them, because there is a greater need of inspecting certain offices where flagrant irregularties are charged. Even while thus economizing in the number and frequency of examinations the Commission has not been able to come anywhere near making its inspections as extensive and thorough as they should be. Until the Commission is given the means to allow of a close and fairly constant inspection of the different offices, and until it is given more power over removals, reductions, and promotions the civil-service act will not produce the best *results that* can be attained under it; although even as it is the law has worked a *very great improvement* in the public service and a still greater improvement in *public life.*

In conclusion, the Commission desires to state that while the above is a substantially full record of the cases that have been investigated, nevertheless there may be some omissions. If so, these omissions arise from the fact that the Commission's force is inadequate to do the work required. In order to keep abreast of its work the employees are often so hurried and driven that it is impossible to properly index and file the immense masses of papers which are constantly accumulating. The Commission continually finds itself facing the fact that it has a number of things that ought to be done, but only the force and the money to enable it to do a few of them, and it then has to decide what work can be omitted with least detriment to the public service.

We have the honor of being your obedient servants,

JOHN R. PROCTER,
CHAS. LYMAN,
THEODORE ROOSEVELT,
*Commissioners.*

## INVESTIGATIONS MADE SINCE THE REPORT OF THE COMMISSION OF FEBRUARY 28, 1894, TO THE UNITED STATES SENATE.

Since the above report was made to the Senate, on February 28, 1894, a large number of investigations have been made by the Commission. The most important are the following: (They are not arranged in exact chronological order, as in many cases there were reinvestigations and much correspondence.)

### NEWPORT, KY., POST-OFFICE.

Two carriers named V. A. Cunningham and Charles Solar were removed for alleged political reasons. Mr. Dobbs, of the Commission's force, made an investigation, and upon his report the following letter was addressed by the Commission to the Postmaster-General, on August 23, 1894:

The Commission has had the honor to receive your letter of August 9, stating that the two carriers Cunningham and Solar, in the Newport, Ky., post-office, mentioned in Examiner Dobbs's report of July 2, have both been removed from office upon recommendation of a post-office inspector.

The Commission would be pleased to see or know the substance of this report, this request being made because, in the opinion of the Commission, Examiner Dobbs's report showed very strong ground for belief that the removal of these two carriers, both of them Republicans, and one, if not both, Grand Army men, veterans of the late war, was due not to misconduct or inefficiency on their part, but to political reasons. The present postmaster is a close friend, and practically the political appointee of Congressman Berry. One of the removed carriers, Solar, had been in the Newport fire department for nineteen years when, a few years ago, Berry was elected mayor of Newport and promptly turned him out, avowedly merely for political reasons. At the time, and for some time afterwards, Mr. Solar attacked Mr. Berry for this action; but it appears that he has not done so since entering the service as carrier. According to the admissions of the postmaster to Mr. Dobbs, he is now removed because, in the words of the postmaster, Mr. Berry "had it in for him."

So far as this Commission has any information before it, it would appear that both these carriers have been removed for political reasons, and principally because Congressman Berry deems that he has a right to interfere in the management of the postal service to gratify his personal and political animosities. It is because of this that the Commission respectfully requests to know what further facts have been developed in the case, so that it may, if necessary, revise its judgment.

In answer the Department said that its inspector was himself a veteran of the late war, and a member of the Grand Army, and reiterated its belief in the propriety of the removal of the two carriers.

### NEWARK, OHIO, POST-OFFICE.

Charges were made that the postmaster, Joseph M. Ickes, a Republican hold-over, had collected political contributions during the Presidential campaign of 1892 from subordinates in his office. Mr. Bunn, of the Commission's force, was sent to Newark and reported that there was no question but that Mr. Ickes had violated the civil-

service law. The case was accordingly brought to the attention of the Attorney-General, with recommendation that prosecution be made. Conviction followed. United States Attorney Harlan Cleveland, for the southern district of Ohio, on June 18, 1894, made the following report to the Commission:

On June 7 the witnesses were examined before the grand jury, and an indictment was found against Joseph M. Ickes, charging him with both receiving contributions for political purposes, and soliciting same in a building occupied by an officer of the United States; and, also, charging him as an officer of the United States with soliciting from employees of the United States contributions for political purposes.

The facts produced before the grand jury did not warrant an indictment under section 13, charging him with the use of threats in that connection.

He was arraigned on Saturday, the 9th instant, and pleaded guilty to the indictment. The court, in passing sentence upon him, said that he took into consideration the fact that the law had been ignored, and that this was the first case of the kind in this jurisdiction, and also that the law ought to be and should be enforced. He therefore felt that the punishment should be a substantial one, and yet, under the circumstances, not, in this instance, imprisonment. He therefore fined the defendant the sum of $100, which he paid.

This is about all that occurred. The case was a very clear one. The questions of law suggested by the attorney for Mr. Ickes prior to the indictment, and outlined in the report of the special examiner from your office, were not raised at all, for the reason, I suppose, that the attorney came to the conclusion that there was nothing in them.

NORWALK, OHIO, POST OFFICE.

It was alleged that the postmaster, Frank M. Roth, had made removals for political reasons. Mr. Bunn, of the Commission's force, made a full report, which, in the opinion of the Commission, showed that Mr. Roth had been guilty of discriminating against some of his subordinates for political reasons, as charged. In one case in particular, the Commission deemed the evidence conclusive, and wrote to the Post-Office Department on May 1, 1894, as follows:

The Commission has the honor to forward herewith the report of Examiner Bunn's recent investigation of civil-service matters at Norwalk, Ohio, post-office, and to recommend that Thomas Briggs be reinstated as letter carrier, it appearing that he has been removed really for political reasons. The further recommendation is respectfully made that John O'Brien be removed at once for mendacity in striving to mislead an officer of the Commission, engaged in conducting an examination under the direction of the Commission, and for having striven to procure the removal, for his own benefit, of a person in the classified postal service.

In response the Department sent a number of statements made by the postmaster and others who had been instrumental in having the man removed, and a supplementary investigation was made by Mr. Bunn. Upon this the Commission wrote to the Department on May 19, as follows:

These papers justify the statements and conclusions of Mr. Bunn's first report, and discredit the criticisms that have been made upon it. It is still the opinion of the Commission that the carrier Briggs should be reinstated forthwith. If any carrier had acted as Postmaster Roth has in this matter the Commission would have expected his removal, and would have said nothing against his being removed, and the Commission thinks that the postmaster should at least be reprimanded for what he has done.

The carrier Briggs was not reinstated, nor was the postmaster punished in any way, as far as the Commission knows; but the carrier O'Brien was removed.

LOGANSPORT, IND., POST-OFFICE.

In March, 1894, Mr. Leadley, of the Commission's force, made an investigation of certain alleged removals for political reasons at this office. As to most of the removals the Commission felt it did not have a sufficiently clear case to justify it in interference, but as to one case it wrote to the Department as follows:

In the case of Carrier W. W. Wilson, the late secretary of the board of examiners, the Commission is of the opinion, based upon the report of Mr. Leadley, that the charges upon which he was ostensibly removed were wholly insufficient, and that political considerations must have largely determined the action of the postmaster. * * * Wilson should be restored to his place.

*Wilson was restored*, and was again dropped shortly afterwards.

LAPORTE, IND., POST-OFFICE.

Similar charges were preferred against the postmaster at this place, and after investigation the Commission wrote to the Postmaster-General, March 22, 1894, as follows:

The Commission has the honor to inclose herewith the report of Examiner Bunn, of the Commission's force, upon his recent investigation of civil-service matters at the post-office at Laporte, Ind., together with the affidavits and papers covered by that report.

The Commission desires to state that it is its opinion, based upon a consideration of these affidavits and papers, and upon the opinion of Mr. Bunn, as expressed in his report, made after personal investigation of the matters upon the ground, that while there was doubtless some reason for the charges preferred against the discharged carriers, Koenig, Morse, and Harrison, by the postmaster, yet that he was also more or less influenced by political considerations. It must be largely a matter of opinion on the Commission's part, but the Commission, with the evidence before it, agrees with Mr. Bunn that the charges upon which Messrs. Harrison and Morse were removed were sufficiently grave, and sufficiently well substantiated to give the Commission no reason to believe that the action of the postmaster ought to be reversed because of any suspicion that he was also influenced by political considerations; but that in the case of Letter Carrier Koenig it is the opinion of the Commission that the charges against him were not sufficiently substantiated to have led to his removal had the postmaster not been influenced by political considerations. The Commission believes that Mr. Koenig should be reinstated unless further investigation by the Department shall disclose a state of facts different from that upon which the Commission bases its judgment.

The carrier, Koenig, was not restored.

LANCASTER, PA., POST-OFFICE.

It was charged that the postmaster at this office was seeking to procure the wholesale removal of the Republican clerks and carriers for political reasons. The postmaster, on the other hand, made sweeping charges against his employees, accusing them of partisanship, insubordination, and the like. An agent of the Commission, after making an investigation, upheld the course of the employees, while an agent of the Post-Office Department reported in favor of the postmaster. On August 29 Commissioner Roosevelt and First Assistant Postmaster-General Jones visited the office and, after making a patient investigation, decided that the evidence was so conflicting as to make it quite impossible to say exactly where the fault lay. They agreed to consider all the charges as withdrawn, and not to punish either the postmaster or his subordinates; but not to reinstate any of those who had been turned out, whether by the outgoing or the incoming postmaster, as it did not seem that these men who had been removed were entitled to reinstatement. Indeed, the only alternative would have been to dismiss everyone in the office, including the postmaster. All parties were warned that, while no further notice would be taken of what had happened, they would be held to rigid accountability for any violation of the law or failure to perform their duty in the future. No further trouble was experienced at this office.

PITTSBURG, PA., POST-OFFICE.

Mr. Leadley, of the Commission's force, first investigated the complaints, and was followed by Commissioner Roosevelt, whose report, dated October 22, 1894, was adopted by the Commission and forwarded to the Attorney-General and the Postmaster-General. In it Mr. Roosevelt said:

It appears that Postmaster O'Donnell has not violated the civil-service law. It further appears that he is scrupulously obeying the law, not only in the letter but in its spirit, so far as appointments and removals in the classified service are concerned, none of the Republican appointees having been molested unless for misdemeanor. It further appears that the postmaster has taken no part in making the political assessments, and that he took no part in advising his subordinates to be active as delegates or as canvassers at the primaries and political conventions. He knew, however, that an effort had been made to collect assessments, and it is to be regretted that he did not publicly state at the time what he has since stated to the Commission—that he had no hand in making these assessments and that he would not discriminate in any way against any employee for refusing to contribute. It is also to be *regretted that he did not* keep himself informed as to the activity of his subordinates in

the primaries and forbid it, especially as his nephew was one of these offending subordinates. But in the general management of the office under the civil-service law the postmaster has done very well indeed, far better than has been the case in many other offices.

The treasurer of the Democratic county committee, Mr. Fleming, has sent to each employee in the classified service of the post-office a letter requesting him to call at his office. Those who went were there solicited for money for political purposes, the amounts suggested being about 2 per cent. Mr. Fleming stated that he was confident that he had not violated the law, for he was acting in accordance with Attorney-General Olney's opinion, which gave him the right to solicit assessments by letter in a Government building. Under this opinion the Commission does not feel that it can advise the prosecution of Mr. Fleming, but I earnestly advise that this be used as a test case in urging upon Congress the passage of a law prohibiting the solicitation of employees in the Government service anywhere. Such solicitation as that of Mr. Fleming amounts to blackmail, and curiously enough the pressure is most severe on people of the opposite party. It will be seen in Mr. Leadley's accompanying report, and as was also testified to me, that many of the Republican letter carriers had determined to contribute and had so agreed among themselves, fearing that otherwise they would be dismissed. One or two actually did contribute, the others were only prevented by the prompt action of the Commission, which reassured them and gave them confidence.

There can, of course, be no more offensive coercion than to make a public servant who happens to belong to one party contribute out of his salary for the success of the other party; yet this is exactly what is done by this species of blackmail, and it must necessarily be the result of allowing contributions to be solicited from Government employees at all. The solicitation is always made by some person standing high in the councils of the party to which the head of the office belongs. The men of the opposite party who are in the office feel a little nervous about their positions anyhow. They know that the politicians of the party opposed to them grudge them their places and want to turn them out, and they know that in too many cases advantage will be taken of any slight fault or misstep on their part that can serve as an excuse to remove them. They are therefore very anxious not to give offense, and they pay, simply with the hope of escaping future trouble. This is done again and again in all these offices. A law should undoubtedly be passed to prohibit the soliciting from Government employees at all. Moreover, I believe that postmasters, collectors of customs, and other public officers should be required to post up in their offices before elections statements to the effect that none of their employees need to contribute a dollar to any party fund and that no man will be jeopardized in any way for refusing to contribute at all or for contributing to any party he liked.

It appears that certain of the employees of the Pittsburg post-office have been very active in politics during the past summer, running for delegate at the different party conventions, and, if elected, serving as delegate or in some other capacity. At the June legislative convention of the Democratic party the following men ran for delegate, and when elected served as such: J. Campbell O'Donnell, J. Fogarty, Edward O'Brien, J. D. Boggs, D. D. Collins, J. F. Regan, James Carey, and W. Hawthorne.

The attention of the postmaster was then specifically called to the matter by the Postmaster-General. He was warned that this could not be tolerated. Nevertheless, at the August convention, the following men served as delegates to the convention or ran for the position of delegate: James Atwell, J. D. Boggs, J. J. Sullivan, and J. F. Regan. D. D. Collins was very active at the primary, but was not a delegate.

During the past year several railway-mail employees have been punished for participating in Republican primaries, or for acting as delegates or officers in Republican conventions. It would seem that at least those employees of the Pittsburg post-office who, after the warning of the Postmaster-General, took part in the primaries and conventions as delegate or otherwise in August should be likewise punished.

No action was taken on this report by either the Attorney-General or the Postmaster-General.

On December 19 the Commission wrote to the Postmaster-General asking whether anything had been done in reference to the postal employees who had been proved to have taken active part in political primaries after the receipt of the order of the Postmaster-General forbidding them to take part in them. No answer was received to this inquiry. On January 5, 1895, the Commission again wrote asking whether any steps had been taken in reference to Mr. Atwell and other employees of the Pittsburg office who had taken part in elections, as shown in the report of October 22. No answer was received to this letter.

### DES MOINES, IOWA, POST-OFFICE.

Charges were brought in reference to political removals and political assessments, which are explained in the two following letters of the Commission to the Postmaster-General and to the Attorney-General, written on January 22 and 21, respectively:

The Commission has the honor to state that Letter Carriers Alfred Anderson, Charles N. Ferree, and R. A. Wilburn, being Republicans, have recently been removed from the Des Moines, Iowa, post-office on charges which an examiner of the Commission, after an investigation, believes to be false, or in any event not to warrant the action that has been taken.

It appears that they were all three accused, largely at the instigation of the former superintendent of Station A, against whom they had lodged complaints because of improper and indecent conduct. Against Anderson the only bit of proof which could be obtained was the statement of a man named Casselberry, in reference to an alleged act of Anderson in delivering mail. Mr. Casselberry cited two other persons, Miss Gilmore and Mrs. Badeer, to support his statements, but the evidence of both of these was in favor of Anderson. It appears that Casselberry is on the eligible carrier register and has said, although as he claims in joke, that he was going to get Anderson out and get his place. He has been notified that unless he shall immediately furnish the Commission with a satisfactory explanation of his conduct, his name will be stricken from the list of eligibles. As it appears that Casselberry is the only man who made specific charges against Anderson, and as his statements have not been substantiated, and in view of Examiner Dobbs's belief that Anderson is a straightforward, energetic man, it would certainly appear that he should be reinstated.

Examiner Dobbs reports strongly in favor of the other two persons implicated, R. A. Wilburn and Charles N. Ferree, stating that they furnished refutation of all the charges against them which he was given an opportunity to substantiate. The most important charge against Ferree was made by J. C. Hansen, the former letter carrier, whose prosecution for violation of section 12 of the civil-service law has been recommended to the Attorney-General, and who absolutely refused to try to substantiate his statements to Mr. Dobbs and would not speak of the matter at all, in Mr. Dobbs's presence, to Ferree. After seeing Hansen, in the presence of Ferree, Mr. Dobbs reports that if he has made any statement such as is alleged he did make to the inspector as to Ferree's immoral conduct, it is a falsehood. All three letter carriers are vouched for by large numbers of citizens, both Republicans and Democrats. It appears, therefore, that these three letter carriers are Republicans, and that, so far as the Commission has the evidence before it, they were removed on charges that were either untrue or insufficient, which raises the presumption that they were removed on political grounds. The Commission would be much pleased to have the report of the inspector in this case before it.

According to the evidence obtained by Examiner Dobbs, it appears that in this case, as in many other similar ones, the removed parties do not seem to have been given a fair opportunity to make a defense. Apparently the investigation against them was conducted by an officer who at once placed himself in the hands of the enemies of the discharged men, obtained all of his information in a secret way, and, while he listened patiently to the statements of the men under charges, refused to allow them to produce evidence on their side of the case. Few cases have been brought to the attention of the Commission in which the post-office inspectors did not give a verdict on the side of the postmasters; and it has been almost invariably true that these verdicts have been along party lines. * * * This case presents a fair illustration of the manner in which these investigations have been conducted, so far as the Commission can see from the facts presented to it. Of course, the reports of inspectors are not usually open to the inspection of the Commission, and it may be that they show stronger cases than the evidence before the Commission in this case; but according to the experience of the Commission the post-office inspectors can doubtless be trusted without reservation in matters pertaining to financial honesty or dishonesty, or on a mere question of good administration; but they can not, as a rule, be trusted to report impartially when the questions at issue are of a political nature. The Commission has reported case after case to the Postmaster-General, in which it fully believed that the removal of a letter carrier of opposite political faith to the postmaster had been made for political reasons, although nominally for other causes; and in very many of these cases a post-office inspector, having investigated the office, has reached the opposite conclusion, even where the evidence was so strong that the Commission was unable to believe that the post-office inspector himself was uninfluenced by political considerations.

It may be, and often is, true that it will not be political bias of the post-office inspector, for he may not even himself be of the same political party as the postmaster; but he knows that the postmaster belongs to the dominant political party and that if he is removed or jeopardized his Congressman or the other politicians who were instrumental in getting his appointment, are sure to stand by him, whereas the letter carrier is a much more obscure person, and has no available friends at all or else has friends who belong to the party in opposition, and so the temptation is very great for a post-office inspector to avoid making trouble for himself by siding with the postmaster.

The Commission wishes it understood that the reflections upon the post-office inspectors contained in this letter refer only to the post-office inspectors who made the investigations to which the Commission has alluded. The Commission is able to testify of its personal knowledge to the high character and efficient service of many of the post-office inspectors, and in particular to the efficiency of several that it has employed in its own investigations. Where they act as the agents of the Commission they are entirely trustworthy. In one investigation, at San Francisco, a post-office inspector, Mr. James W. Irwin, who was on the Commission's local board of examiners, conducted the examination; and it would be impossible to praise him too highly for the judgment, efficiency, and absolute

impartiality with which he conducted his laborious task. The Commission must insist that in investigations where it is alleged that discrimination for or against a man has been made because of political considerations the agents of the Commission are far more trustworthy than the agents of any other Department, for the reason that the agents of the Commission have been carefully trained to eliminate all questions of politics, to seek only for the facts, and to give them no coloring which they do not themselves justify, and to consider the conduct of an employee not only by itself, but also relatively to the conduct of any other employee in the office. We are as yet too near the days of the unlimited sway of the spoilsmen, and as yet there is too large a proportion of the service in each department controlled by spoils methods, for this entire impartiality of judgment in political cases to be expected of the subordinates of other departments.

The letter of January 21, 1895, was as follows:

The Commission has the honor to inclose herewith Exhibits A, B, C, D, E, F, G, X, and Z of the report made to this office under date of January 10, 1895, by W. B. Dobbs, an examiner of this Commission, relative to alleged violations of section 12 of the act approved January 16, 1883.

It appears that on or about November 1, 1894, two men named J. C. Hansen and B. J. Foley went into the carriers' department of Station A, of the Des Moines, Iowa, post-office, and that Hansen directly and Foley indirectly solicited contributions from the carriers in that office for political purposes. Hansen had a paper on which were written names with entries of subscriptions to the Democratic campaign fund. John Conely, W. H. Nicholas, and Archie Christy, employees of the office, upon this solicitation signed the paper. Alfred Anderson, L. E. Swanson, and Evan Rees refused to sign the paper, although solicited to do so. It would appear that the chairman of the Democratic county committee, J. E. McDonald, may have been guilty of complicity in this subscription, inasmuch as he had previously written personal letters to various employees of the post-office requesting them to call at the Democratic county headquarters not later than November 3, upon business of importance, it being of course perfectly evident that this business could only be the contribution of funds. It appears that Messrs. Hansen and Foley were formerly letter carriers, but have since been engaged in the liquor business.

The Commission's examiner, Mr. Dobbs, lodged information in the case with United States Commissioner E. R. Mason, and saw Mr. Charles D. Fulton, United States district attorney, in reference to the case. The Commission feels that the evidence against Hansen and Foley justifies action on the part of the Attorney-General and submits the papers accordingly.

It appeared in the course of the investigation by Mr. Dobbs that some years ago, probably in 1893, one W. H. Reineck, formerly superintendent of carriers in the Des Moines, Iowa, post-office, under the Republican administration, openly solicited contributions for political purposes in that building, which it is said can be shown by the evidence of John Cady and Jacob Seifert, letter carriers. It is feared that it is now too late to try to prosecute Reineck, but the facts are laid before the Attorney-General so that if any action can be taken against him, such action will be taken.

The Department took no further action in this matter.

PORTSMOUTH, OHIO, POST-OFFICE.

Charges were made as explained in the following letter of February 1, 1895, from the Commission to the Postmaster-General:

The Commission has the honor to inform you that it has just received and considered the report of Examiner Dobbs's recent investigation of civil-service matters at the Portsmouth, Ohio, post-office.

It appears that the postmaster, Mr. Jones, has turned out all the Republican clerks in the office, substituting Democrats for them, but this has been done in a technically legal manner. Within a month after assuming charge of the office he requested the resignations of four of the six letter carriers, who are all Republicans. They refused and made an appeal to the Commission, who told them not to resign unless they wished. He desisted from his efforts to have them resign, but immediately began to file charges against them before the Department, and to request the removal of the men. The affidavits of various of these men, namely, Fred. B. Winter, Allen W. Spry, and Henry Nagleisen, seem to establish the fact that he intended to bring about the removals of all the letter carriers in any event for political reasons, stating to Spry, for instance, "If I don't file charges against you, others will; there are good Democrats on the list who want places;" to Nagleisen, when he refused to resign, that he was "after the boys," and when Nagleisen said "It looks like you were going to get them all," he answered "I will get them anyway by winter;" that he had nothing against him personally, but wanted to fill his place by a man named Lew Russell, a Democrat, who had been influential and assisted in getting him the position of postmaster in this office.

It further appears that one of the letter carriers, named Wood, who was removed, was, after the case was brought up and protest made by the Civil Service Commission, reinstated for a month, but was then removed again on charges of the postmaster, the charges being engineered by a man who had himself been displaced by Wood in the post-office at a time when it was unclassified, and who was

politically and personally hostile to Wood. It furthermore appears that he appointed Thomas Adams, a Republican, because there was no one on the list whom he wished to appoint, but that he intended to remove Adams under the impression that he had an absolute right in the matter, and that, upon discovering his mistake by correspondence with the Department, he has filed charges against him. These charges are that Adams has several times made overtime during the last three months. Adams, it appears, had never heard of any laws against making the actual record show more than eight hours if more was actually taken, the only rules he had seen being those hung up in the office early in January, and he had read these once before being suspended on January 6. It would appear that if the stringent orders of the Post-Office Department relative to the eight-hour time limit are to cause the removal of carriers who, under orders to record actual time, show overtime, they should be literally interpreted also when they state that any postmaster who allows habitual overtime to be made by his carriers shall be removed. The removal of Adams is protested against under the present circumstances; but the Commission feels constrained to say that the experience with Wood shows that doubtless if Postmaster Jones is allowed to continue as postmaster he will get him out on one pretext if he can't get him out on another.

The postmaster stated to Mr. Dobbs that he had recommended the dismissal of Mr. Dunn, a substitute letter carrier, who is a Democrat; that Mr. Dunn is addicted to the habit of drinking intoxicants, and that he (the postmaster) had talked with him again and again on the subject; but when Dunn was recently arrested and locked up for drunkenness and disorderly conduct, he was forced not to appoint him absolutely. The postmaster advanced this as an evidence of his own impartiality, but it appears from his own statement that he has recommended the removal of Adams for the comparatively trivial offense of recording actual overtime, without ever having warned him not to do so, while he again and again warned Dunn about committing a far more serious offense, and did not recommend his removal until he was actually arrested and locked up for drunkenness. Two of the removals were asked for on the ground of offensive partisanship. Thus, in the letter of the First Assistant Postmaster-General of June 30, 1894, to the letter carrier Mitchell, he states: "The recommendation of the postmaster at Portsmouth, Ohio, for your removal June 15, 1894, for neglecting your duties to the extent of working at the polls election day in the fall of 1893, and attending and taking part in primaries recently held in your city, has this day been approved." Wood also was removed partly on charges of having taken part in the McKinley procession.

The Commission wishes to call the attention of the Postmaster-General to the report of Commissioner Roosevelt in reference to the Pittsburg, Pa., post-office, a report which has been before the Postmaster-General for over three months. By this report it was shown explicitly that a number of employees of the Pittsburg post-office, including the nephew of the postmaster, had taken part in primaries and acted as delegates to political conventions in the spring and early summer of 1894, at the very time the First Assistant Postmaster-General was writing this letter to this Republican employee at Portsmouth, the employees in the Pittsburg post-office being Democrats. The Post-Office Department afterwards telegraphed to Pittsburg warning the postmaster not to allow any employees to take part in political conventions. Nevertheless, several of them, as shown in this report of Commissioner Roosevelt, did so after the receipt of that warning. None of these Democrats have been jeopardized for their offenses, though the precisely similar, but less serious, offense of the Republican letter carrier was considered sufficient cause for his removal. The Commission can not undertake to construe or define the meaning of "offensive partisanship;" but it most emphatically asserts that no law should be applied to the members of one party which is not applied with equal force to the members of the other.

**The recommendations of the Commission were not adopted by the Department.**

### SPRINGFIELD, OHIO, POST-OFFICE.

**Charges as detailed in the following letter, February 1, 1895, were transmitted by the Commission to the Postmaster-General:**

The Commission has the honor to say that it has before it the report from one of its examiners detailing the facts ascertained by him in an investigation of a formal complaint to the Commission on the part of Messrs. Charles A. Stickney, Michael P. Lyons, carriers, and C. S. French, clerk, in the Springfield, Ohio, post-office, that they had been removed on account of their political affiliations.

### THE REMOVAL OF CHARLES A. STICKNEY.

The report of the examiner intimates that the facts in the case of Charles A. Stickney are apparently as follows: Stickney was suspended from duty on November, 1894, and received notification of his dismissal on January 7, 1895. He had been serving continuously as a letter carrier for more than nine years, serving under five postmasters, and had never been called upon to answer charges of dereliction of duty prior to his recent suspension. The charge upon which he was suspended and finally removed was, that on his time sheet for Sunday, October 7, 1894, he recorded his name as having been on duty from 8.30 to 10 o'clock a. m., when, as a matter of fact, he was not personally on duty. However, he had on Saturday, October 6, 1894, obtained the permission of his superior officer, C. S. French, to be

absent from duty the next morning on condition that he have some one on duty in his stead, and he did so arrange with one John Wragg, a fellow carrier, to stand at his carrier window in the office for him on Sunday morning; but on the Sunday in question Stickney came to the office at 6 o'clock a. m., cased his mail and left his window to be attended by Wragg, for which service he paid Wragg $1. Upon the facts the postmaster presumably reported that Stickney had been guilty of a falsification of his time record, in violation of the Department's circular letter of August 22, 1894, and recommended that he be dismissed.

In this connection the attention of the Department is respectfully invited to its letter under date of November 6, 1894, addressed to the Commission and signed by W. H. Lamar, Acting First Assistant Postmaster-General, relative to the facts in Stickney's case. In the second paragraph of this letter, October 22 is given as the date of Stickney's violation of orders, when the proper date should probably have been October 7. In view of the fact that the charges against Michael P. Lyons showed a dereliction of duty on October 21, this paragraph of the letter apparently indicates that the Department may have unwittingly confounded the cases of the two men. In this letter the statement is made that any letter carrier who has falsified his time record since August 25, 1894, will be removed from the service. The reason for such action is subsequently given in that letter. This reason seems to be based on the presumption that a circular letter, quotations from which are given, had been communicated to the people concerned, namely, the carriers at the free-delivery post-offices. In support of this presumption, the letter states that a statement of the Springfield, Ohio, post-office containing the actual time consumed by the letter carriers at that office for a period of ten days, commencing September 1, 1894, was on file with the Department, and was proof that the carriers at Springfield were fully advised of the instructions contained in that circular letter.

The report of the examiner indicates that the time statement referred to was made out by the postmaster personally, and forwarded to the Department, without consultation with any of his employees; that the time records of the carriers in the office show that it has been customary for the carriers to record their actual and not their schedule time since the spring of 1894, before the present postmaster's administration of the office began; and that the instructions of August 22, 1894, were never, apparently, communicated to the carriers.

Stickney claimed removal for political reasons, mainly on the following grounds: (1) That he was a Republican; (2) that a precisely analogous case to his own was not noticed, the case being that of H. V. Dolbeer, carrier, a Democrat, who, on his time record for October 14, 1894, reported that he had served from 4 to 5 o'clock p. m., collecting mail, when, as a matter of fact, another person served that time for him; and (3) that the postmaster had discriminated against Republicans in his appointments from the eligible registers, and had announced his intention of discharging employees of that political party. The first ground needs no discussion. The second ground can be substantiated only by the time record of Mr. Dolbeer for October 14, 1894, which record the examiner was informed was in possession of the Post-Office Department, having been forwarded to it by Post-Office Inspector Fleming. The Commission would like to see this record, if the Department will kindly allow it. Relative to the third ground it may be stated that the records of the Commission show that in every appointment made or recommended by the postmaster as the result of certification from the eligible registers of his office, the postmaster has selected or recommended for selection persons of the same political affiliations as his own. Moreover, the Commission finds that the postmaster has announced that he intended to remove all Republican employees in his office for political reasons. This is established by the statements of Luther F. Young, Paul R. Smith, Andrew Etzkorn, William L. Weaver, A. K. Hahn, Ernest L. Fay, Charles T. Jenkins, and J. D. Breyfogle, already submitted to the Department with the report of Examiner P. V. Bunn.

The substance of the evidence of the Commission's examiner in the case of Stickney is that (1) if he was guilty of falsifying the record, his guilt was technical and he was following a general custom which had obtained always in the office; (2) that the apparent intent of the Department's circular letter of August 22, 1894, was to enforce the showing of the actual time consumed by carriers, and the object was to prevent the payment by the Government to the employees of money for work not done and time not actually employed; (3) that the time consumed in Stickney's duties on October 7, 1894, is a bona fide record; (4) that the work claimed as having been done by him on October 7 was actually done, although by another person; (5) that the previous consent of his immediate superior officer to this arrangement was obtained; (6) that the weight of evidence taken in connection with the postmaster's previous expression of intention apparently indicates that Stickney's removal was recommended because he was of opposite political affiliation to that of the postmaster.

### THE REMOVAL OF CHARLES S. FRENCH.

Charles S. French, distributer and superintendent of carriers in the Springfield, Ohio, post-office, was removed January 8, 1895, by the postmaster. The report of the examiner in this case shows that, according to Postmaster Wallace's statement, French was removed upon orders from the Post-Office Department, the cause alleged being that French had contradicted himself in several statements made to the Department and to Post-Office Inspector Fleming when that gentleman was in that city officially on December 7 and 8, 1894.

*The main* points at issue between French and the postmaster are (1) whether the order of August

22 of the Department to the postmaster was communicated to French by the postmaster and through him to the carriers; (2) the alleged inconsistency of French in reporting M. P. Lyons for falsification of his time record, and in failing to report Stickney for an alleged similar offense.

On the first point it appears that the postmaster claims that he communicated to French, on or about September 3 or 4, 1894, the substance of the Department's order, but did not read it to him or give it to him to read. In support of his position the postmaster relies upon the statement of James Nash, superintendent of mails, to the effect that on or about September 8, 1894, he heard French say that the carriers had received orders to record their actual time on their time sheets, and that some time after November 4, 1894, he (Nash) overheard a conversation between French and others, in which French said that he thought Lyons's removal was all right, but did not so regard Stickney's removal; that the men had received both from Mr. Cartmell and Mr. Wallace orders to record their actual and not schedule time, and that he (Nash) stated this in substance to Mr. Fleming.

On the other hand, French denies that the postmaster ever communicated to him the substance of that order. Lyons, Stickney, and Hunter, all carriers, deny that they ever received any information of such orders, and French states that the first intimation had of such an order was on December 7, 1894, the date of Inspector Fleming's visit to Springfield, when Mr. Wallace admitted to him (French) that the instructions of August 22 had never been communicated to him. It appears from the examiner's report that the probabilities are that the postmaster never communicated the instructions of August 22 to anyone in his office, with the possible exception of James Nash.

It also appears from the examiner's report that French was a witness in behalf of Carriers Etzkorn, Smith, and Breyfogle, carriers who were formerly separated from the service, and that the postmaster stated in substance to the examiner that French, as superintendent of carriers, prevented the maintenance of proper discipline in the office and had consequently been removed. Relative to the second point of issue between French and the postmaster it appears that the postmaster regards the offenses of M. P. Lyons and C. A. Stickney as similar while French does not. On this point it appears that Lyons was accused of having entered on his time record for October 21, 1894, the time of 8 a. m. as the beginning of his duty, when the actual beginning of said duty was 8.22 a. m. This being the case, it would not appear that the cases were similar.

THE REMOVAL OF MICHAEL P. LYONS.

It appears from the report that Lyons was charged with falsifying his time record of his work on October 22, 1894. He answered the charge by showing that his time record for that day was not as reported by the postmaster. The explanation of this difference is in the fact that Lyons took advantage of an evident inadvertence on the part of the postmaster and rested his case on a quibble, as the alleged falsification really occurred on Sunday, October 21. The facts in Lyons's case appear to be as follows: That C. S. French, the superintendent of carriers, reported on October 22 to the postmaster that Lyons had arrived at the office the day before at 8.22 a. m., but had put on his time sheet 8 o'clock as the hour of his arrival. On this statement the postmaster recommended Lyons's removal. On October 22, Lyons received notice of the charge. On October 28 and November 4, Lyons was again reported to the postmaster by French for a similar offense. Post-Office Inspector Fleming investigated Lyons's case on December 7 and 8, 1894, and on December 31, 1894, Lyons was removed from the service. In support of his allegation that he was dismissed for political reasons, Lyons states that Messrs. Coffey and Flaherty, carriers, Democrats, had been reported to the postmaster for similar falsification of their records on October 28, 1894, and that no notice was taken of such report by the postmaster. It appears from the examiners report that the time records of Lyons for October 21, October 28, November 4, 1894, and those of Messrs. Coffey and Flaherty of October 28, 1894, were not in possession of the postmaster but had been forwarded by Post-Office Inspector Fleming to the Department.

The Commission is of the opinion that M. P. Lyons was dismissed for violating an order of which he was undoubtedly cognizant, and no complaint could have been made of his dismissal if it were not that he, being a Republican, was dismissed for an offense which, it is alleged, the two Democrats, Coffey and Flaherty, likewise committed without suffering for it. The Commission respectfully requests the Department to submit to it the time records in the cases of Coffey and Flaherty for October 28, 1894, in order that it may thereupon determine whether discrimination for presumably partisan reasons has been made by the postmaster against Lyons.

It appears from the report before the Commission that Postmaster Wallace said to the examiner, in response to the question why he had not posted the Department's instructions of August 22, "I do not know why I did not post them. I did not think it was necessary, as French would be supposed to communicate the substance of the orders to the carriers. If you had the whole force of the carriers working against you you would not have posted them." This was an admission that he did not publish this order because he expected to entrap certain letter carriers into disobeying him. There is no other interpretation to be put upon this statement. This can only be taken to mean that inasmuch as he expected his carriers to be hostile to him he deliberately refrained from posting an order threatening them with dismissal if they did certain things, so that he might have the chance of recommending them for dismissal when they violated the order, the knowledge of which he had thus withheld from them. The Commission is forced to the conclusion that in his failure to communicate the instructions of August 22 to his carriers the postmaster was certainly guilty of a violation of the spirit if not the letter of section 596, paragraphs 1 and 4, of the Postal Laws and Regulations, edition of 1893.

The Springfield, Ohio, case is one of the cases where doubtless carriers have committed faults of greater or less seriousness—faults which in some cases might, and in other cases certainly would not, justify their dismissal from the service. The Department has already declined to act upon the report of Examiner P. V. Bunn, made with specific reference to the cases of Breyfogle, Smith, and Etzkorn, discharged upon the recommendation of Postmaster Wallace. The report of Examiner Bunn showed very clearly that the postmaster had announced his intention of removing Republican employees, and that he intended to make removals for partisan purposes. The Commission felt that it was manifestly unjust to allow the removal of subordinates in the office upon such charges as were filed in those specific cases while yet keeping in the postmaster himself, in view of his acts and declarations. Nevertheless, as the Post-Office Department took a different view, the Commission, after having given its opinion and received the answer of the Department, took no further notice. The Department took no notice whatever of the very grave charges against the postmaster which were contained in Examiner Bunn's report. Now, however, it appears from the report of Examiner Dobbs, that the postmaster, doubtless encouraged by his success in the first cases, has continued the execution of his plan to remove the Republican employees. In relation to the clerk, C. S. French, it appears that the cause for which he was removed was so slight as to warrant the belief that he would not have been thus treated had he been of the same politics as the postmaster.

The Commission begs leave to remind the Department of the following conversation that occurred between Postmaster Wallace, P. R. Smith, and Examiner Bunn in relation to the remarks alleged to have been made by Wallace to Smith, that Smith should be one of the last Republican carriers to go:

WALLACE. You are not a man of honor; you did not keep your contract.
SMITH. I supposed you would keep your word when you said I would be among the last to go.
BUNN. Mr. Wallace, what did you mean by "among the last?"
WALLACE. Well, I supposed at that time he would be among the last to go.
BUNN. Last what?
WALLACE. Well, I thought I would be rid of all the carriers by that time.

This statement of Mr. Wallace and his statement already quoted relative to his reasons for failing to communicate the instructions of the Department to the carriers, are conclusive, and while many of the persons who testified that the postmaster announced his intention to remove all the Republicans in his office for political reasons, may have grievances against the postmaster, and their evidence may consequently be suspected of being biased, the Commission thinks that the postmaster should be removed anyhow, merely upon the statements made to its two examiners by the postmaster. They show beyond a question that the postmaster has been acting in bad faith, and that for political reasons he has been striving to procure the dismissal of Republican employees in his office. The Commission has from the beginning interfered so actively with Mr. Wallace in his efforts to make a clean sweep of the office that he has been but partially successful; but it is evident that he has removed a number of persons for political reasons, and that in his appointments he has probably discriminated in favor of persons of his political affiliations. Most certainly Mr. Wallace's own admissions show that he has been guilty of conduct worse than the alleged misconduct which has brought about the removal of the various letter carriers and clerks to which reference has been made. The sweeping and emphatic way in which the postmaster accuses of lying all of the persons who make statements which do not agree with his own, and the insulting manner in which he does so, are indicative, apart from the preponderance of the evidence, that the postmaster can not be alone in the right and all of his accusers in the wrong.

The Commission therefore finds that all the evidence in its possession shows that Postmaster Wallace has removed or procured the removal of Republican employees for offenses which he has passed over in the case of Democratic employees. There is but one way in which wrongs of the kind that have been committed by Mr. Wallace can be righted, and that is by the removal of the offender. In the opinion of the Commission, Messrs. Stickney and French should be reinstated in their positions, and the postmaster should be removed. The Commission has the honor to again hand the Department for its consideration and action the statements of Messrs. Luther F. Young, Paul R. Smith, Andrew Etzkorn, Edward Etzkorn, William L. Weaver A. K. Hahn, Ernest S. Fay, Charles T. Jenkins, Horace N. Stafford, George W. Miller, George C. Rawlins, and J. D. Breyfogle, and to ask that the Department's action in the premises be communicated to it with the return of the inclosures.

The postmaster was not removed, nor were the two removed men reinstated.

OWEGO, N. Y., POST-OFFICE.

The charges at this office are set forth in the following letter to the Postmaster-General of February 1, 1895:

The Commission has the honor to invite the attention of the Department to the cases of Edward W. Rodman and Edwin G. Robinson, who have submitted a petition in reference to their removal from the position of carriers at the Owego, N. Y., post-office, at the recommendation of Postmaster Shays.

It appears that on February 26, 1894, Rodman and Robinson were discharged from the Owego post-office upon the recommendation of the postmaster, such discharge taking effect as of January 31, 1894.

At that time Mr. Shays was acting as postmaster, but his nomination was not confirmed, and he is now deputy postmaster. Rodman and Robinson assert that they were removed for political reasons. Their assertion is borne out by the statement of Emile G. Taylor, who at the time of their removal was deputy postmaster under Postmaster Shays. Mr. Tayler is a Democrat, but testifies that while in the post-office Shays repeatedly, in conversation with him in regard to the removal or discharge of the said Rodman and Robinson, stated that "the boys would not stay there very long, as there were lots of good Democrats who wanted the job," and that said Shays, previous to the discharge of the carriers, wrote out resignations and requested them to sign them, which they refused to do, said Shays saying to deponent that he thought he would give them a chance to resign before he proceeded to obtain their removal. It appears that Postmaster Shays has removed every Republican in the office but one, thus making a practically clean sweep. It further appears that he first wrote out resignations, which he endeavored to get Rodman and Robinson to sign; that he then removed them, which he had no authority to do; that he then recommended their removal to the Post-Office Department at Washington on certain charges. The Post-Office Department informed him that it did not think the charges sufficiently grave to warrant removal, and punished them by suspension. Whereupon the postmaster immediately made additional charges, upon which the carriers were removed as above stated.

In the postmaster's letter of February 7, signed by him (James Shays), he makes one specific charge against Rodman, and but one, stating: "An important letter, plainly addressed to Mr. W. H. Richards, was delivered to Mrs. W. H. Richmond, and opened by her without looking at the address." W. H. Richards submits an affidavit in which he states that he is well acquainted with Edward W. Rodman; that he remembered his delivering a letter to him in the latter part of the year 1893 which had been opened by one Mrs. W. H. Richmond; but that the address written on the letter was poorly written and illegible, and might easily have been mistaken for the name of another person similar to his own. He further states that he never made any complaint about it further than to inquire who had opened the letter; that he had found no fault, and did not at the time attach any blame to anyone in relation to the matter. Moreover, he says that at that time he rented a lock box at the post-office, and that his mail was not delivered to him by carrier, but was placed in his box at the post-office and was called for by him at said post-office. These facts were known to the postmaster, or should have been known to him, before he made his complaint. As regards the box at least he must have known that it was in this way that Richards's mail was delivered, and he is therefore guilty of deliberate falsehood in charging Rodman in this manner, yet this is the only specific charge he makes against Rodman.

As to Robinson, he says, in the same letter of February 7, that a letter of inquiry was given Robinson, which was sent by an inspector, to make inquiry regarding a lost package, and he lost it, and stated that he returned it and left it on the postmaster's table. The letter was found a half mile from the post-office and returned by a Mrs. Morse. It appears by the affidavit of Deputy Postmaster Taylor that this letter was sent to one Mrs. J. L. Smith, and that he distinctly remembers the return of this official letter by the said carrier, Robinson, before any loss of the said letter occurred, Robinson reporting, after having made inquiry for the postmaster, who was out, to him, the deputy postmaster, that Mrs. J. L. Smith said she had never received the said package, and that said Robinson then left the said letter in the post-office, and, according to the deponent's best recollection, laid the same on a table in the post-office; and that subsequently the said letter was brought to the said post-office by Mrs. Mary Morse, who stated that it had been sent to her inclosed or shut in a magazine or pamphlet, the deponent being satisfied at the time, and being so yet, that the said letter was shut in said magazine by the inadvertence of the assorting clerks in the office, and through no fault on the part of Robinson. Mrs. James L. Smith and Mrs. Mary Morse both depose to the same effect, Mrs. Morse stating that she found the said letter in a book or magazine where the same had been inclosed in some way unknown to her, and that she returned the same to the postmaster, Mr. Shays, stating to him in person where and under what circumstances she found it, and never stating to any person that she found the same in any different place or under different circumstances. This again shows a deliberate intention to deceive on the part of Postmaster Shays. He says the letter was found a half mile from the office, and returned by Mrs. Morse. He had been specifically informed by Mrs. Morse that she had found it in a magazine which had been delivered to her; and it is evident that the letter had first been brought out by Robinson, properly delivered, and then properly returned to the post-office, and that through the error of some one of the assorting clerks, Mr. Shays's own appointees, the letter was slipped into a magazine and delivered to Mrs. Morse. Here again Postmaster Shays falsified the facts.

Furthermore, in this same letter of February 7, Mr. Shays charged that a letter addressed to Thomas A. Dodd was put up in the back case by Robinson, saying he had no "Mrs. O. Dodge," and the letter was held in the office several days until it was noticed by the postmaster and sent to the party addressed. Thomas A. Dodd deposes that he remembers the occasion of a letter being delivered to him by Edward G. Robinson with the request to see whether the letter was for the deponent; that the direction on said letter was so poorly and illegibly written that the deponent was not certain the letter was for him until he had opened and read it, and that he attached no blame to anyone in the matter, and never made any complaint in regard to it. Moreover, the deponent, continuing, says that Robinson is a faithful, attentive, and accommodating carrier, and that the deponent was well satisfied with his performance as such, and that he gave good general satisfaction on his route, and that he never heard any complaint against him on any account as carrier by any person on the route. It is thus seen that

every specific charge made by Mr. Shays is disproved, and that as to two, at least, and probably the third, of the charges he made he was guilty of deliberate suppression of facts, the worst form of falsehood.

In his letter of February 13 he merely reiterated his charges, except that he made certain general charges, without giving any specific instances. The only specified instance which can not be answered is that he inclosed a letter regarding an amount now three years due by Robinson, on which nothing had been paid. This letter was not given to Robinson, and so Robinson can answer nothing in regard to it. Postmaster Shays further said that Robinson had been boisterous in his talk, and had constantly smoked when off duty; but the deputy postmaster, Taylor, himself, be it recalled, a Democrat, said that the postmaster, Mr. Shays, as well as the deputy himself, Mr. Taylor, smoked in the post-office on some occasions, but that no orders or requests on his part were ever violated either by deponent or by Rodman or Robinson so far as he knew, but that they frequently smoked at the invitation of the postmaster himself.

The postmaster accuses Robinson and Rodman of being boisterous and discourteous, as well as not doing much work. The deputy states that they were both of them pleasant and obliging, and industrious and careful in regard to the discharge of their duties, and that as far as he knew no complaints were made in regard to their performance of their duties by any resident of their routes, although, had there been such complaints, he, the deponent, would have had knowledge of them; and that from his associations with Robinson and Rodman he considered and considers them faithful, conscientious, and efficient in their employment.

The postmaster finally states that several articles had been taken from the office during the months prior to February 13, 1894, and while he could not prove who stole them, yet he would feel safer with clerks of his own selection. The last thing taken was a finger ring. The deputy postmaster says he knew about these losses, and especially about the finger ring, but that no charges were ever made against either said Rodman or Robinson in connection therewith, and that the facts as known to him tended to completely exonerate the said carriers from any responsibility therefor, none of the facts justifying any suspicion against either of them. It has been stated to the Commission verbally, with offer of proof, that the postmaster himself and one of his own employees were the only persons who ever saw said finger ring, and who, as a matter of fact, did take it from the package in which it was, and stow it away for safekeeping in a pigeonhole to which the carriers did not have access. This has been stated merely verbally to the Commission, however, although with offer of proof.

The postmaster charges Robinson with calling him a liar when he had told Robinson that he had lost a letter, this letter being that found by Mrs. Mary Morse. It is evident from the statement of Mrs. Mary Morse that the postmaster, when he charged Robinson with losing this letter, charged him with that which was not so, for he actually did not lose it. Mr. Robinson denies having called him a liar, as well as all the other accusations.

It is evident from the evidence submitted that not only should Messrs. Rodman and Robinson be einstated, but that Mr. Shays should be removed. He is not now postmaster, but being deputy postmaster, he should be removed from his position as deputy. He is shown, without question, to have been guilty of deliberate suppression of facts, the worst kind of falsehood, in the charges he has made on various specific points against these carriers, and his general charges therefore go for nothing. Evidently the charges he made were merely advanced to cover the fact that he was removing the men for political reasons.

Accompanying this letter is the petition of Messrs. Rodman and Robinson for an investigation of their removal, to which are attached certain affidavits. It is respectfully requested that this petition and accompanying papers be returned to the Commission with a statement of the action taken by the Department.

Mr. Shays was not removed, nor were the carriers reinstated.

### TRENTON, N. J., POST-OFFICE.

There were one or two singular features in the facts as disclosed at this office. They are set forth in the following letter from the Commission to the Postmaster-General of February 16, 1895:

The Commission has the honor to forward herewith certain correspondence, with accompanying affidavits, in reference to the alleged removal for political reasons of Michael Stahovski and Howard W. Danser from carrier positions in the Trenton, N. J., post-office, with the request that it be sent back to the Commission when the Department is through with it.

The Commission desires to call attention to the fact that this postmaster is the man who wrote to Senator Smith for information as to how to proceed to turn out, for political reasons, the force in his office. This letter was submitted by Senator Smith to the Commission, apparently through inadvertence, for he afterwards withdrew it. The postmaster's attitude was so clearly shown in this letter that his whole course in reference to removals and appointments must be regarded as tainted with suspicion. The evidence submitted by and on behalf of Messrs. Stahovski and Danser seems to show

conclusively that they were removed for political reasons. The charges against Michael Stahovski were contained in a letter from the First Assistant Postmaster-General to him on December 18, 1894. They were:

(1) "That seventeen citizens protested against his being continued in the service on account of his offensive partisanship." It appears from the evidence submitted by Stahovski that this petition was gotten up by William D. Hannigan, an active Democratic politician and saloon keeper, and that some of the signatures to it, e. g., the signature of Edward Gray, were fraudulently obtained.

(2) "A statement of Charles B. Murphy that while on his route in uniform Stahovski drank with him in the saloon of Albert Bethke, and that he had also been seen drinking in the saloon of David Haas." In answer to this, the records of the second district police station are submitted, showing that Murphy is a man of bad character, who has repeatedly been arrested and fined for disorderly conduct, and has also been committed for being drunk and disorderly, once for thirty days and once for sixty days. Also the affidavits of Bethke and Haas, stating that Stahovski never took a drink in either of their saloons.

(3) "Affidavit of Frederick L. Nitz that Stahovski worked at the polls for the Republican ticket." This is acknowledged, Stahovski being at the time a substitute letter carrier, and off duty, however; but from the statement of Howard Danser it appears that one of the Democratic substitutes was also active at the polls on behalf of the Democratic municipal ticket last spring. Furthermore, the attention of the Postmaster-General is called to the fact that the various letter carriers and clerks who again and again took part in the primaries and as delegates in conventions at Pittsburg last spring have never been punished in any way, although their offense was infinitely more aggravated than the offense of Stahovski. Finally, the attention of the Postmaster-General is again called to the fact that recently, in connection with the Owego post-office, the Department stated to the Commission as a reason for not considering the complaints of two letter carriers who had been removed for political reasons that they had slept on their rights for eleven months; yet in this instance it appears that the Department took action against a letter carrier where the postmaster and the individuals making the charges had slept on their rights for twenty-five months.

(4) "John Radowski states that on specified dates Stahovski was intoxicated, in company with a man named Stavishenski, and was in the saloon of Henry Quinn in uniform, drinking in company with a prison deputy." In answer to this Warren A. Quinn, employed in the saloon of Henry Quinn constantly, states that Stahovski never drank intoxicating liquors there, and Stavishenski makes affidavit that the statement as to Stahovski being drunk in company with him is false. The statement of the deputy prison keeper to the same effect is also submitted.

The letter of the First Assistant Postmaster-General continues to say that the postmaster charges Stahovski with offensive partisanship, and states that he has smelt liquor upon him. In answer to this Stahovski submits the statement of many thoroughly respectable citizens, including the pastor of the St. Cross Polish Catholic church, the Rev. Valentine Swinarski, that Michael Stahovski is industrious and sober. Furthermore, the Rev. Valentine Swinarski testifies that he went to see the postmaster, who told him that he had nothing against Stahovski, and that he was one of the best hands in the office about doing his duty. John Shandys testifies that the postmaster, Lalor, informed him that Stahovski was a straight and smart man, who did his duty right, and whom he liked, but that he would have to do as as he was directed from Washington. J. R. Bergen also testifies that Postmaster Lalor told him that Stahovski was one of the most valuable men in the office and a "bang-up" carrier; that personally he would like to keep him, and that he was bored to death by Bergen, Nitz, and others asking for his removal. Finally, Stahovski himself states in his letters that Postmaster Lalor told him, in substance, "you have bitter enemies, and I do not know that I can do anything for you in the matter, as I am a Democrat and you are a Republican. * * * In Washington everything is one-sided, and the least charge against a Republican is taken up and an effort made to remove him, and they would like to get all the Republicans out if they could." He, continuing, said that the charges were unjust, but that he was compelled to forward them to Washington, and that he would never remove him on his own account.

Howard Danser was removed under a letter from the First Assistant Postmaster-General on the ground of being nearsighted, morose, and disagreeable to the other employees of the office. It appears that the assorter who has since been appointed is considerably more nearsighted than Danser, this assorter being, however, as is alleged, a Democrat, whereas Danser was a Republican. Danser states that Lalor denied making most of the charges against him, and that in the conversation which he had with the postmaster the latter said that he was constantly being besieged by Democrats for positions for themselves or friends, as the post-office was all that party had in the city to look at, and that he was compelled to remove Republicans and fill their places with Democrats.

It thus appears that Stahovski and Danser were removed on charges which are proved to be either false or trivial, or else for offenses which are counted against them, they being Republicans, but which are not counted against Democrats, and are not as serious as offenses committed by Democrats, for which they are not jeopardized. It further appears that to disinterested outsiders, including the pastor of the St. Cross church, Postmaster Lalor has denied that he wished to have Stahovski removed and has thrown the blame upon the Department at Washington, and that he has admitted that Stahovski was a thoroughly good carrier; and, finally, it appears that to both Stahovski and Danser

Postmaster Lalor admitted that he was trying to have them removed for political reasons. There is every ground for the belief that Stahovski and Danser state the truth in these cases, inasmuch as the postmaster had avowed in his letter to Senator Smith, submitted to the Commission under the circumstances detailed above, that he wished to remove the Republicans of his force and wanted to know how to set about it. Stahovski and Danser should be reinstated. The only way, however, in which to procure the observance of the law properly at the Trenton post-office will be to remove Postmaster Lalor himself.

The Post-Office Department refused to reinstate Danser and Stahovski, stating that it saw no reason to modify its action in the case.

INDIANA POST-OFFICES.

A letter of which the following is a copy was addressed to the Postmaster-General on January 22, 1895:

The Commission has the honor to submit herewith a table submitted by the chief examiner, showing removals and resignations at the free-delivery post-offices in Indiana, with the exception of Indianapolis.

This Commission has always held and still holds that, where a postmaster makes sweeping removals of employees of one party and fills the vacancies by the appointment of persons of the opposite party, there is a presumption that he is controlled in the matter by political considerations, and is to be so judged unless he shows to the contrary, the burden of proof resting upon him. Undoubtedly there are cases where such presumption will be overcome by a disclosure of the facts, showing that there was a justifiable cause for every removal, and that selections for appointment were made in strict conformity to the civil-service rules. But even in some of these cases, although the record is technically correct, the law has nevertheless been evaded. Many cases have come to the notice of the Commission where employees of one political party were freely dismissed for offenses which perhaps justified the action, but which passed unnoticed when committed by employees of the opposite political party. A public officer is not to be relieved of the charge of partisanship when he has applied different standards of discipline to persons of opposing politics. Moreover, when he finds it necessary to make sweeping removals of employees opposed to him in political faith, it is his duty to make the public understand that he is not actuated by political bias by taking such affirmative action as will prevent the necessity of making appointments from registers on which all the names are members of his own political party.

The Commission calls your attention to the Indiana post offices because, on the whole, they seem to be worse than those of any other State, with the possible exception of Mississippi; but there are various offices throughout the country where the removals have been so very large that the Commission is constrained to believe that political considerations have been at the bottom of them.

The Commission wishes to point out that in examining the figures it must be remembered that the total number of removals and resignations for each office must be considered by itself, because the appointments of the present incumbents as postmasters in these offices took place at different times, so that in some instances the present incumbents had been in but a very short time when the table was compiled, and in one instance the old postmaster, appointed under the Republican Administration, was still serving. Of course there have been more removals and resignations, as a rule, in the office where the postmaster has been in a considerable time than where he has been in only a month or two.

The Commission directs particular attention to the post-offices at Columbus, where out of a total of 9 employees, of which the force consisted on July 31, 1894, 6 have been separated from the service; at Crawfordsville, where out of 8 employees 6 have been separated; at Evansville, where out of 51 employees 32 have been separated; at Fort Wayne, where out of 36 employees 27 have been separated. At Goshen the proportions were 7 out of 9; at Huntington, 5 out of 8. At Kokomo the separations have been 8 out of a possible 8, so that an absolutely clean sweep has been made. At Laporte, 6 out of 9 have been changed; at Logansport, 13 out of 16; at New Albany, 10 out of 17; at Valparaiso, 3 out of 6. In these offices from 50 to 100 per cent of the force have been removed, although they are nominally under the protection of the civil-service law. Contrast this state of affairs with what has obtained at Indianapolis, where the law has been well administered by the present excellent postmaster, Mr. Sahm, and where out of a total of 149 there have been but 2 removals or resignations from among all the classified nonexcepted employees, although 15 of the excepted and unclassified places have been changed. Some of these changes in these offices were doubtless necessary and proper, and it may even be that in one or two offices all of the changes were necessary; but the Commission is convinced that very many of them were made merely for partisan reasons, and that it is quite impossible that in so large a number of offices in one State such sweeping and extensive removals could have been made from considerations having reference only to the good of the service. The only possible alternative to this supposition is that there is the most astonishing difference in the character and capacity of the employees in Indianapolis as compared with the employees throughout the rest of the State.

*So far as the Commission* is aware, no action has been taken on this report.

DOVER, N. H., POST-OFFICE.

Charges were made that removals for political reasons had been made at this office. In this case, as in so many others, what the Commission objected to most was the discrimination in the punishment between Republicans and Democrats. Much correspondence was had with the Department. One carrier, a Republican, was removed, and upon the recommendation of the Commission afterwards reinstated, but was again removed. Another carrier, a Democrat, who committed a far more serious offense than that with which the Republican was charged, was reinstated in another position in the office. The bulk of the testimony, including practically all the testimony of disinterested outsiders, who believed in the enforcement of the law, was to the effect that the Republican carriers were being ruthlessly punished for small offenses such as it was to be expected they would occasionally commit, the real animus against them being political. The Commission would not have interfered in their behalf, however, had it not been for the great leniency shown to Democrats. One of the letters, dated February 8, 1895, of the Commission to the Post-Office Department was as follows:

The Commission having been shown a letter from the First Assistant Postmaster-General to Mr. Fred. E. Roberts, dated January 30, in regard to charges made against Mr. Roberts as letter carrier at Dover, N. H., and a copy of Mr. Roberts's reply to the Department, dated February 2, it has the honor to ask your decision on the charge made against Roberts and the answer made by him in the letter of February 2.

It is alleged to the Commission that the clerk who, in citizen's clothes, took the mail and delivered it on the occasion when he was accompanied by Roberts is one Wentworth, formerly a substitute letter carrier in the office, who was promoted to Brown's place when Brown was removed last summer and was reduced to substitute on Brown's being put back. It is alleged that Wentworth at this time wrote an insulting or improper letter to the Department, for which he was removed, but that nevertheless he has since been appointed by the postmaster as clerk in the office, the intention being in the end to reinstate him as carrier. The appointment is said to have been to an excepted position at $300 or thereabouts, this place being made up by abolishing the positions of two other clerks, the salary of each of whom was about $300. It is thus alleged that Wentworth was discharged for cause last summer, but has since been reinstated in the office, he being a Democrat, and that now Bion I. Brown and Fred. E. Roberts are being dismissed on very insufficient grounds, they being Republicans.

The Commission would be pleased to hear from the Postmaster-General what the real facts in the case are, calling attention to the fact of which it was not previously aware, that the complainant in the case of Mr. Brown, Rev. Ithamar W. Beard, is himself a Democrat, who voted for President Cleveland at the last election.

In response to this the Commission received the following letter from the First Assistant Postmaster-General, dated February 9, 1895:

I have the honor to acknowledge receipt of the Commission's favor of the 8th, file No. 4467, in regard to the charges made against Mr. Roberts, a letter carrier at Dover, N. H., and requesting my decision in the case.

Pending an investigation, which is now being made by a post-office inspector, it will be impossible to inform the Commission of a decision in this case. One of the charges against Mr. Roberts, to which he has filed an answer, is that he has repeatedly falsified his time record, thereby violating the postal laws and regulations and special orders of this Department. The other charge, that he in November last attended a political meeting in full uniform, was submitted to the Commission on November 27, 1894, and is now being thoroughly investigated by a post-office inspector. The Commission will be notified as soon as final action is taken in this case by the Department.

I note the Commission's statement that one Wentworth, a clerk who was detailed by the postmaster to test the route of Letter Carrier Roberts, was formerly a substitute letter carrier, promoted when Bion I. Brown was removed in July last, reduced to the substitute roll on Brown's being restored to his former position, and finally removed for writing an insulting letter to the Department, and that since his removal as substitute was appointed by the postmaster to the position he holds now. The facts are as they are stated by the Commission. Mr. Wentworth was appointed by the postmaster to an excepted place, after he had duly apologized to this office for the ungentlemanly language used in his former letter. This Department consented to his appointment after a full consideration of the apology in connection with the circumstances surrounding the case. Mr. Wentworth was not reinstated to the classified service, but is now in the classified service, since the order of the President extending the operation of the civil-service law.

The Commission has no doubt received my letter of February 2, in which I fully review the Bion I. Brown case and clearly show that he was removed on good and sufficient grounds.

The Commission also calls the attention of the Department to the fact that Rev. Ithamar W. Beard, who objects to the removal of Bion I. Brown, is himself a Democrat, who voted for President Cleveland at the last election. I can not see what effect Rev. Mr. Beard's politics should have on the case. It is certain that Mr. Brown was removed for cause, and politics were not considered.

Mr. Wentworth, who was dismissed for impertinence to the head of the Department, was reinstated, while Mr. Brown was not, although his offense was really much less serious.

The Post-Office Department declined to reopen the case.

CARLISLE, PA., POST-OFFICE.

An investigation undertaken by Mr. Hoyt, of the Commission's force, in reference to alleged removals for political reasons, disclosed a rather curious state of affairs, which was eminently characteristic of the mental attitude produced by the thorough acceptance of the old spoils idea. Carlisle is one of the recently classified offices. The old employees (Republicans) were appointed under the spoils system, and simply did not believe that the new system would protect them. They took it for granted that they were to be turned out, and paid little heed to their duties, or else sent in their resignations of their own accord. The result was necessarily a clean sweep in the office, all the Republicans being turned out and their places taken almost exclusively by Democrats. The old employees were themselves responsible for this condition of affairs. Of course in all communities it takes time to eradicate the belief in the spoils system, and the experience of the Commission is that it is more difficult with a post-office at the beginning than at any other time after the law has once been applied to it. Thus, of the offices classified under President Arthur, there were several, notably those at Philadelphia, Indianapolis, and Baltimore, where there was gross violation of the law during the first Administration of President Cleveland. In all these offices there were sweeping removals of Republican employees. During the Administration of President Harrison the law was much better observed by the postmasters, but in one or two instances, notably in that of the postmaster at Baltimore, the results were still far from satisfactory. In the second Administration of President Cleveland there has been on the whole still further improvement. This improvement was specially marked in the Baltimore post-office, while the Indianapolis post-office has become a model of the way in which the civil service law operates when it is rigidly and honestly observed.

BOWLING GREEN, KY., POST-OFFICE.

The Commission had much difficulty with the postmaster, as it had reason to believe that he was striving to get certain men out of his office and to get his half-brother in. After correspondence and personal inspection by one of the Commission's force, the Commission was able to prevent any violation of the law. At this office the Commission adopted the course it occasionally has at others. There was some question whether the examination could be conducted by the local board so as to impress the community with its fairness. The Commission requested several gentlemen of both parties to be present and oversee the conduct of the examination, as a guaranty of good faith. The result was very beneficial.

TROY AND WEST TROY, N. Y., POST-OFFICES.

The Commission frequently fails in an endeavor to procure reinstatement of some good employee, or in securing the punishment of a postmaster; yet the very fact that the effort is made and that it is known to be ready to repeat the fight if necessary prevents a repetition of misdeeds. In other instances the prompt investigation and the prompt punishment of an offender at the very beginning of a postmaster's term serves to prevent misdeeds and keeps the record of the office straight. This is what happened at both Troy and West Troy, N. Y., where it was charged that an effort *was to be made to* secure sweeping removals for political reasons. An investigation

Mr. Hoyt, of the Commission's force, showed that the charge was true. Fortu-ely, the chief offenders proved to be certain eligibles over whom the Commission lf had control, without having to request any Department to act. Thus, in West y one of the eligibles, Thomas J. Markey, was shown to be engaged in an effort procure the removal of carriers in order that he himself might be appointed. e Commission struck his name from the register of eligibles and forbade his cer-cation. This action certainly did good, and no trouble has been since experienced ither of these offices. The Post-Office Department has evidently kept a vigilant on both offices, and the law has been well observed.

DEFIANCE, OHIO, POST-OFFICE.

A similar case occurred in this office, where the Democratic eligibles attempted to ibe the Republican eligibles who stood higher in grade to withdraw from the gister. On finding this to be the fact, the Commission struck the names of the ending eligibles from the register.

URBANA, OHIO, POST-OFFICE.

A clean sweep was made at this office. After investigation the Commission was nvinced that the removals had been made for political reasons. The Post-Office epartment likewise investigated the facts and came to the opposite conclusion. In s letter of November 9 to the Post-Office Department the Commission summed up ie facts, showing that every Republican had been removed and that every man who ad been appointed was a Democrat. In this letter it said:

The point upon which the Commission lays stress is that where in any office it becomes necessary r the postmaster to dismiss all of the employees who are of the opposite political party he should be quired to act with more than ordinary care, in order to show that he is not guilty of political bias. e can perfectly well make it evident to the community that in appointments he will not discriminate r or against men on account of their politics, and that in the discipline of his force he will treat all ike without regard to their political affiliations. When this is done men of all parties who desire enter the public service will freely enter the examinations, and a nonpartisan service can be main-ined. This, however, is precisely what the postmaster at Urbana has not done, and consequently ie result has been (the public rightly estimating his attitude) that all or nearly all the applicants for amination have been of his own party, and the appointees wholly so.

The Commission holds, and it thinks with good reason, that a public officer is not to be held guiltless the charge of partisanship when it can be shown that he has not only not sought to make it evident the community that he will act in a nonpartisan way, as the law directs, but has on the contrary ught the dismissal of employees of one party for offenses which he allows to pass unnoticed when mmitted by employees of the opposite party. The Commission believes this to have been all along ie attitude of the Urbana postmaster, and that he has not acted in entire good faith in the changes hich have been made upon his recommendation.

VINELAND, N. J., POST-OFFICE.

Efforts were made by outsiders to force removals of employees for political reasons, Dr. Wiley taking the lead. The postmaster himself was reluctant to give in to it, nd after the Commission interfered the employees were not further molested. The ommission's letter of May 7, 1894, explains the facts. It is as follows:

The Commission has the honor to forward the report of Examiner Hoyt of his recent inspection of vil-service matters at the Vineland, N. J., post-office, together with two letters from C. R. Wiley, D., to which special attention is invited.

One of the carriers, G. H. Baynton, has tendered his voluntary resignation, which, of course, should accepted; but the Commission, in view of the letters of Dr. Wiley, and of the statement made by e postmaster himself, on his own confession to the letter carriers, feels that any proceedings looking the removal of any of the employees in the Vineland post-office for any alleged misconduct in the ast must necessarily be tainted with the suspicion of fraud if it comes from Dr. Wiley, or is in any ay inspired by him.

The Commission is convinced that any charges to be made against these carriers for their conduct the past will really be made because of their political affiliations; that no heed should be paid to em, and that the carriers should not be removed unless their conduct now or hereafter should afford

a sufficient reason for removing them. The Commission, of course, does not mean by this that the carriers should not be removed for actions in the past if it is shown that they have been guilty of immoral conduct, or have rendered unfaithful service to the Government, this being shown by disinterested outsiders; but the Commission does feel that any charge made against them should be scrutinized most closely, in view of the fact that the efforts made to remove them so far have been admittedly made in a spirit of mere partisanship. It appears that the postmaster is not anxious to make the changes, but that he is forced into trying to do so by his party friends.

PHILADELPHIA, PA., CUSTOM-HOUSE.

A report made by the chief examiner on the custom-house at Philadelphia is interesting because it shows what has been done during the last three Administrations at that custom-house. There is no office of its size with which the Commission has had so much difficulty. The law has never been observed there as it should have been. There is an improvement at present; but it is impossible to say how great this improvement is until the end of the present collector's term is reached. Under the Administration of President Harrison the Commission reported that the only way to procure the enforcement of the law was to remove Collector Cooper, but this was not done. The Commission is firmly of the opinion that much the most expeditious way by which to test the observance of the law in offices where it is laxly administered or disregarded is to remove the offenders. In every Administration there is certain to be a number of postmasters and collectors who try to get around the law. With its limited appropriation, and its narrowly restricted power in regard to removals and even in regard to investigations, the Commission can not always prevent them from succeeding, although in most cases it does prevent them. Much the easiest way to put a stop to these practices would be to remove a few offenders. If men like ex-Postmaster Aquila Jones, of the Indianapolis post-office, ex-Postmaster Brown, or ex-Postmaster Johnson, of Baltimore, or ex-Collector Cooper, of Philadelphia, were removed, not for some reason unconnected with the civil-service law, but distinctly because they had violated its provisions, and if men like the postmaster at Springfield, Ohio, and the assistant postmaster at Owego, N. Y., were removed because the same severe standard was applied to them that they apply to their subordinates of opposite political faith, the effect would be most beneficial.

Many charges of political assessments were made in the campaign of 1894. At Allegheny, Philadelphia, and numerous other places, it was shown that the Democratic campaign committees had written letters soliciting political contributions from the employees of the Federal offices. Under the opinion of the Attorney-General it was impossible to prosecute these offenders, but the Commission had notices posted in the public buildings and published through the press warning every employee that he must not collect or receive subscriptions for political purposes from any other employee of the Government, and that he need not pay one cent to any political party unless he chose, and that he could not be punished for neglecting to make such contribution, guaranteeing the active aid of the Commission if he were jeopardized.

ALLEGED EVASION OF LAW BY A CHANGE OF DESIGNATION OF A POSITION IN THE BUREAU OF ENGRAVING AND PRINTING, TREASURY DEPARTMENT.

The following letter was addressed to the Secretary of the Treasury on June 29, 1894, respecting the removal of Mr. Peter C. Bain as superintendent of the binding division of the Bureau of Engraving and Printing:

The following statement of facts in the matter of the removal of Peter C. Bain as superintendent of the binding division in the Bureau of Engraving and Printing, embodied in the complaint to this Commission, is respectfully submitted to your attention with the request that you advise the Commission in the premises. The facts in brief are, that the position of superintendent, from which Mr. Bain was removed, was at the time subject to competitive examination, that the title of the place was changed to chief of the binding division, and an appointment made to it without an examination. It appears that Mr. Bain served in the civil war, in the ranks and as a commissioned officer, and was discharged on account of wounds received in battle; that in 1867 he was appointed a journeyman bookbinder in the New York State Library, and remained under every administration in that position *until 1882; that he was* then appointed a journeyman bookbinder in the Bureau of Engraving and

Printing and remained through all Administrations until February last In December, 1891, the superintendent of the binding division, in which he had been serving for ten years, died, and Bain was promoted to the vacant position. His immediate chief at the time of the discharge was Claude M. Johnson, now Chief at the Bureau of Engraving and Printing, who in a letter of February 27, 1894, stated that Mr. Bain had performed his duties as a bookbinder in a satisfactory manner and was a first-class workman, and that he had performed the duties of superintendent of the binding division since he, Mr. Johnson, had had control of the Bureau, satisfactorily, and left the service without any reflection upon him whatever.

On February 26 the Secretary of the Treasury wrote to the Commission stating that he had abolished the office of superintendent of the binding division, at $1,900 per annum, discontinuing the services of Peter C. Bain, and that he had established the office of chief of binding division at $1,900 per annum, and appointed John W. McGill to the place. It appears that the title "chief of division" has hitherto been unknown in the classification of the Bureau. The place of superintendent was changed in title to "chief," and the appointment made to it without examination, and there is nothing to show that the duties have been in any wise changed, which alone could be a proper reason for the exemption. So far as appears from the letter of Mr. Johnson and from the record of Mr. Bain, no public need was subserved by the change, as Mr. Bain's services were entirely satisfactory. If such is the case it would appear that the change of title was merely for the purpose of getting the position out of the number of places covered by competitive examination. There is nothing to show that there was any reason for making the exemption. The same state of affairs apparently exists in reference to the abolishing of the office of superintendent of machine division, at $1,900, and the creation of the office of chief of machine division, at the same salary and same duties.

No reply was ever received to this letter.

### INVESTIGATION OF REMOVAL OF COLORED WOMEN AS PRINTERS' ASSISTANTS IN THE BUREAU OF ENGRAVING AND PRINTING.

The secretary of the Commission, by order of the Commission, made an investigation into alleged removals on the ground of color in the Bureau of Engraving and Printing. His report was adopted and the following letter in relation to it was addressed to the Secretary of the Treasury on December 15, 1894:

Numerous complaints have been made to this Commission of the dismissal of colored women appointed as printers' assistants in the Bureau of Engraving and Printing.

Since the appointment of Mr. Johnson as Chief of the Bureau on July 1, 1893, there have been 88 women removed who entered the Bureau through examination under the civil-service rules, of whom 18 are white and 70 black.

So far as the Commission can learn no cause has been assigned to the colored women of the reason for their removal. One of the complainants, Miss Maria A. Chase, states that her mother went to Mr. Johnson and asked if there was any cause for the discharge of her daughter, and he replied that there was none.

The apparent discrimination against colored women extends also to appointments from the certifications made from the register of eligibles. In the year ended June 30, 1894, 45 women were passed over upon certification without selection, of whom at least 10 are known to be colored. In the period from June 30, 1894, to December 1, 1894, 18 women were passed over upon certification without selection, of whom at least 10 are known to be colored.

Your attention is invited to the accompanying table of appointments and dismissals of women appointed under the civil-service rules as printers' assistants from December 1, 1888, under the first examination held by the Commission for this class of places, to June 30, 1894. It will be noticed that during the term of Mr. Meredith as Chief, embracing all the period named to June 30, 1893, the number of women passed over without selection on certification and the number of dismissals were very small. Of the 11 thus passed over in the year ended June 30, 1890, 3 were not appointed because of the practice of the Bureau in rejecting women who already had a sister in the service. The non-appointment of 30 others in the following years to June 30, 1893, is explained in part by the low grades certified and by physical incapacity.

In the year ended June 30, 1894, under Mr. Johnson, of 113 appointments, 45 of the whole number of eligibles certified, including at least 10 colored women, failed to receive appointment, whereas of the 528 appointments under Mr. Meredith, only 43 were passed over on certification.

The same unfavorable comparison between the administration of Mr. Meredith and that of Mr. Johnson is shown in dismissals. There were only 18 dismissals among 528 persons employed between 1888 and 1893, as compared with 88 dismissals to 534 persons employed in the last year and a half under Mr. Johnson. A list is appended hereto of the names of 70 women who are known to be colored who were removed and of 6 others who resigned since Mr. Johnson has been in office. At present there are only 10 colored women remaining in the service. Of the large number of women dismissed by Mr. Johnson 12 who are white have been reinstated and 1 colored. Among these 12 white women reinstated, the Commission is informed that Miss Mary E. McQuade and Miss E. C. Moore were discharged

for "loss of time." The requisition of the Department for their reinstatement, however, stated that they were removed for no delinquency or misconduct. The Commission will be pleased to have information respecting the facts connected with their dismissal.

The fact of a large number of dismissals of colored women has resulted in lessening the number of such women entering the examinations. Under the first examination for printers' assistants in 1888 one colored woman received an appointment. This led to the appearance of a considerable number of colored women in the second examination, held July 3, 1889, and in each succeeding examination the proportion of colored women grew larger, until in 1893 it became one-third. In the last examination held, in September last, following the dismissals, there were only about fifteen colored women out of a total of about five hundred examined. During Mr. Meredith's term there was only one removal of a colored woman. It is said that the reason assigned for her removal was that she lost one of the sheets on which the notes were printed.

A special case in point is that of Miss Maria A. Chase, who stood second in grade in the class of 50 eligibles examined in September last. She served in the Bureau from November 25, 1891, to February 20, 1894. Her name has recently received three certifications for appointment without being taken. She states that she knows of no reason for her dismissal or for being passed over on certification.

No allegation has been made to the Commission that the white women dismissed were removed for other than good cause; but it has been alleged that the 10 colored women retained are not superior in qualification, as a class, to the colored women dismissed. The Commission understands that a large number of the colored women dismissed were graduates of the Washington High School, and this is fact, taken together with the high grades they obtained on the examination, establishes a presumption of their qualification for the service.

In the report of the Chief of the Bureau for 1894, it is stated that during the months of August and September, 1893, the list of eligibles became very much reduced in rating and did not furnish desirable employees for the Bureau. In the months named there were on the register 30 names of women with grades ranging from 78.50 to 86.25, whose names had been certified for appointment without selection. The lowest grade reached on certification during these months was 78 per cent. It seems plain that if it is true, as stated, that the register was too far depleted to furnish desirable employees, the depletion was not due to the failure of the Commission to supply a sufficient number of eligibles, but to discriminations against colored women, which reduced the register by more than 100 names of eligibles with satisfactory grades and presumably qualified for employment, not counting eligibles below 78 in standing.

From these facts it would appear that under the administration of the present Chief of the Bureau of Engraving and Printing there has been very marked discrimination on grounds of color merely, not only in the making of appointments from the eligible register, but in the dismissal of persons already in the service. If the statements as recited are not accurate, the Commission would be pleased to have the real facts given it. If they are correct (and it is believed that the actual number of colored women discriminated against is greater than has been here stated), then the Commission would be pleased to receive from the Secretary of the Treasury any statement he may be willing to make in the matter.

*Table showing appointments and removals of women appointed as printers' assistants in the Bureau of Engraving and Printing, indicating colored women as far as known.*

| Period. | Passed over on certification. | | Appointed. | | Removed. | Number remaining in the service. | Number of colored women removed as far as known. |
|---|---|---|---|---|---|---|---|
| | Number. | Grade on examination. | Number. | Lowest grade reached for certification. | | | |
| December 1, 1888, to June 30, 1889 | 2 | *Per cent.* 94 to 93 | 49 | *Per cent.* 72 | ..... | 45 | ..... |
| Year ended June 30, 1890 | a 11 | 92 to 81 | 121 | 72 | 1 | 156 | ..... |
| Year ended June 30, 1891 | b 18 | 90 to 73 | 166 | 71 | 4 | 296 | ..... |
| Year ended June 30, 1892 | c 6 | 92 to 77 | 122 | 71 | 6 | 388 | ..... |
| Year ended June 30, 1893 | d 6 | 86 to 83 | 70 | 84 | 7 | 427 | ..... |
| Year ended June 30, 1894 | e f 45 * | 93 to 78 | 113 | 78 | 78 | 436 | 70 |
| June 30, 1894, to December 1, 1894 | (g) | ..... | ..... | ..... | 7 | ..... | ..... |

*a* Three had sisters in service.
*b* Two had sisters in service.
*c* One rejected on account of physical incapacity.
*d* Five rejected on account of physical incapacity.
*e* Four previously objected to.
*f* Ten of these are known to be colored.
*g* Ten colored women passed over.
Total number of assistants employed: June 30, 1894, 327; November 19, 1894, 367.
*Number appointed* prior to classification still in service, 7.

NOTE.—*The difference* in the number given as remaining in the service and of those employed is *due to the promotion* of many of those appointed to places of operatives, etc.

*Printers' assistants dismissed, resigned, and reinstated, June 30, 1893, to December 1, 1894.*

SUMMARY.

| | Dismissed. | Resigned. | Reinstated. |
|---|---|---|---|
| Colored | 70 | 6 | 1 |
| Unknown | 18 | 39 | 12 |

To this letter the Secretary of the Treasury made answer as follows:

In reply to your letter of December 15, 1894, in matter of alleged discrimination against colored women by the Chief of the Bureau of Engraving and Printing, and asking for facts in the case, I have the honor to inform you that the subject was referred to the Chief of the Bureau for report, and a copy of his report is herewith inclosed.

THE REPORT OF THE CHIEF OF THE BUREAU OF ENGRAVING AND PRINTING.

DECEMBER 26, 1894.

I have the honor to acknowledge the receipt of a letter addressed to you under date of the 15th instant by the United States Civil Service Commission, referred to me for report, stating that numerous complaints have been made to the Commission of the dismissal of colored women from this Bureau, and submitting certain statistics relating to the selection of persons for appointment to and for dismissal from the printers' assistant grade of this Bureau. In response I beg to say that the statistics submitted may be correct, but the inference sought to be drawn therefrom, that there has been marked discrimination on the ground of color alone, is erroneous. Every selection for appointment and recommendation for removal made by me has been made in the discretion vested in me by law and solely in the interest of the public service.

Relative to the case of Maria A. Chase, I may say that she was not selected for appointment when last certified for the reason that from the experience with her service when formerly employed in the Bureau, and after a personal interview with the eligibles certified, I believed that the other persons on the certificate with her were capable of rendering more efficient service if appointed. Her sister, Hattie E. Chase, is employed in the Bureau at present, but is a very much more efficient person than she.

Relative to the cases of Mary E. McQuade and Elizabeth C. Moore, who were reinstated, I have to say that their removal was due to their loss of time. They are, however, first-class printers' assistants, and, after repeated appeals by them and earnest assurances on their part that they would be regular in attendance, I consented to recommend their restoration. The matter of loss of time was considered by me as not being such a delinquency or misconduct on their part as would preclude their restoration to the service under the rule.

Relative to the statement in my annual report that during the months of August and September, 1893, the list of eligibles became very much reduced in rating and did not furnish desirable employees for this Bureau, I beg to say that this statement was based upon a personal interview with each individual certified during the months referred to and careful consideration as to her adaptability to the work of the Bureau. After such examination and consideration I reached the conclusion that these persons would not make efficient employees. During the summer of 1893 the exigencies of the work here compelled me to take persons who were not considered by me up to the requirements of the service. The great desideratum in the force of printers' assistants and operatives in this Bureau is that they shall be bright and active young women. The passing of the examination established for the entrance grade to the service, while establishing the presumption of qualification, is not, in my judgment, conclusive, and I shall at all times within the limits of the law select for appointment those who I consider will make the most efficient employees for the Government.

The letter of the United States Civil Service Commission and accompanying papers are returned herewith as requested.

There was nothing further that the Commission could do in the matter, although it did not believe that the line of cleavage between efficiency and inefficiency could by a mere coincidence so closely follow the color line, not to speak of the passing over of colored women in making selections from the certifications of eligibles.

FEDERAL EMPLOYEES AT PHILADELPHIA ACTING AS WATCHERS AT THE POLLS IN AN ELECTION.

[Extract from Minutes, United States Civil Service Commission, February 28, 1895.]

10. Philadelphia post-office.—7214: Letter from the secretary of the postal board in reference to the recent service as watchers at the polls in the mayoralty contest of certain persons in the classified service.

Write a letter to the Postmaster-General, stating that it appears that in the election held on Tuesday, February 19, in Philadelphia, Pa., large numbers of the classified employees of the post-office were

appointed to serve as watchers at the polls. It is stated that about 513 Government employees, including 296 in the classified service, were thus appointed watchers in the interest of the Democratic municipal ticket. The Philadelphia Press, of February 16, and other papers, published a full list of the employees who were thus detailed to act as watchers. On receipt of the information the Commission at once telegraphed the secretary of the postal board directing him to post the following notice in the corridors and to publish it in the newspapers:

No person in the classified service can be required to serve as watcher or act in any other political capacity at any election. No person can lawfully be jeopardized for refusing to serve as watcher, or to perform a similar political act. The Commission condemns the assignment to or performance of any such political service of or by any person in the classified force of either the post-office or custom-house.

This notice was actually so posted, and was printed in various papers. Nevertheless, it appears that a very large number of employees, both in the unclassified and classified service, did serve as watchers. The publication in the Philadelphia Press, of February 16, indicated the ward in which each employee in the post-office appointed as watcher was to serve. The Commission merely examined into what was done in the First Ward; it was important to test the truth of the published statements. In the First Ward it appears from their own statements, filed herewith, that William Cooper, a clerk in the post-office; William Norbeck, a clerk of the post-office; Walter G. McCabe, a post-office employee; Harry T. Happard, another post-office employee; Arthur J. McBride, a letter carrier; John Adams, a post-office employee, and Francis J. Quigg, a postal clerk, all took part as watchers at the polls on election day. They all state that they acted voluntarily, without dictation from anyone, and that inasmuch as the day was a legal holiday it did not interfere with their work in the post-office. The names of these men are given merely because the Commission examined into their cases to see whether the statements in the public press were well founded. Their conduct was precisely the same as the conduct of the scores of other postal employees in the other thirty-six wards of the city who were engaged as watchers, and whose names are contained in the issue of the *Press* of February 16, herewith submitted.

It is evident from the wide publicity given to the matter that the postmaster must have known that these post-office employees were to serve as watchers, and actually did so serve. The Commission has no power to define the line dividing offensive partisanship from proper and legitimate exercise of a man's political duties. The Commission has itself always held that classified employees should have full liberty to vote as they liked, and to express themselves in private as they see fit on political questions, but that they should not act as delegates to conventions or serve at the polls, or take part in public political processions, or make public political speeches, or serve on political committees. The Commission has no power, as already said, to enforce its views, but it does most earnestly insist that whatever standard is adopted should be applied as rigorously to the members of one party as to the members of the other. The postal employees in Philadelphia, like the postal employees in Pittsburg, Pa., have taken a more active part in politics than the post-office employees of the opposite political party took in Dover, N. H., in Trenton, N. J., and in Portsmouth, Ohio. At Trenton and Portsmouth, among the charges which were considered and acted upon by the Post-Office Department in removing carriers and other employees were these charges of political activity, although the employees at Trenton and Portsmouth had merely committed the same kind of offense committed by the employees at Pittsburg and Philadelphia. The Commission feels very strongly that it is utterly unjust to apply radically different standards to persons of different political parties when they are guilty of the same conduct, and that it will be impossible to put the public service on the high plane where it belongs until all offenders are treated in exactly the same manner, no matter to what party they belong.

11. Philadelphia court-house.—7214: Letter from the secretary of the customs board in reference to the recent service as watchers at the polls in the mayoralty contest of certain persons in the classified service.

Write to the Secretary of the Treasury stating that it appears that in the election held on Tuesday, February 19, in Philadelphia, Pa., large numbers of classified employees of the custom-house were appointed to serve as watchers at the polls. It is stated that 513 Government employees, including 296 in the classified service, were thus appointed watchers in the interest of the Democratic municipal ticket. In a letter to the Commission, signed by John L. Caven, chairman of the Business Men's Republican Association of Philadelphia, it is alleged that there were 205 persons from the post-office and 78 employees from the custom-house appointed watchers; and the names and addresses of these persons were given, as in the papers herewith submitted to you. The Philadelphia Press of February 16, and other papers, published a full list of the employees who were detailed to act as watchers. On receipt of the information the Commission at once telegraphed the secretary of the customs board directing him to post the following notice in the corridors and to publish it in the newspapers:

No person in the classified service can be required to serve as watcher or act in any other political capacity at any election. No person can lawfully be jeopardized for refusing to serve as watcher, or to perform a similar political act. The Commission condemns the assignment to or performance of any such political service of or by any person in the classified force of either the post-office or custom-house.

*This notice was actually* so posted, and was printed in various papers. Nevertheless it appears that *a very large number of* employees, both in the unclassified and classified service, did serve as watchers.

The publication in the Philadelphia Press of February 16 indicated the ward in which each employee in the custom-house appointed as a watcher was to serve. The Commission merely examined into what was done in the First Ward, as it was important to test the truth of the published statements. In the First Ward it appears from their own statements, filed herewith, that John N. Barnes, E. F. Egan, and M. D. Lowe, classified employees, and Joseph T. Long, David H. Wolfe, and E. P. Stoltz, unclassified employees, served as watchers at the polls. They assert that they did this voluntarily and without coercion. Collector Read, in an interview in the *Press*, February 21, stated that he did not require any of his employees to render any political service, and it would not jeopardize them if they failed to do so; but added that he thought it a most praiseworthy duty to act as watcher, and one in which every citizen was concerned. It appears, therefore, that Collector Read was cognizant of the fact that many of his employees were acting as watchers at the polls. The Commission has no power to construe the President's proclamation in relation to political activity and offensive partisanship, but it desires to call the attention of the Secretary of the Treasury to these facts for his information. The Commission has always held, however, that persons in the classified service should not take an active part in political work, whether as watchers at the polls, as delegates to nominating conventions, as public orators on behalf of any political party, or in any other similar way. The order of the President upon this subject was promulgated on July 14, 1886 (p. 541, Fourth Report). The civil-service law expressly provides for the elimination of political considerations in making appointments to or removals from office in the classified service. The Commission feels that in order to carry out these provisions it is demanded as a measure of public policy that persons under the protection of the law shall not be obstrusively active in partisan politics. Every person has the right to express his opinions privately on political subjects and to vote as he wishes; but a classified employee should not be active in the manipulation of partisan politics. The activity of a classified employee in party politics should be forbidden for the same reason that judges, soldiers, and policemen should be forbidden from being thus active. The names from the First Ward of the men mentioned are given merely because the Commission examined into their cases to see whether the statements in the public press were well founded. Their conduct was precisely the same as the conduct of the other custom-house employees in the other thirty-six wards of the city who were engaged as watchers, and whose names were contained in the issue of the *Press* of February 16.

The Postmaster-General directed an investigation to be made, in view of the Commission's letter. The result has not yet been made known.

## LETTERS FROM THE COMMISSION TO THE CHAIRMAN OF THE COMMITTEE ON REFORM IN THE CIVIL SERVICE, FIFTY-THIRD CONGRESS.

The Commission not only makes investigations, but always courts investigations by Congress or by any responsible body as to its own doings and methods. Occasionally members of Congress attack it. The following letters by the Commission to the chairman of the Committee on Reform in the Civil Service of the Fifty-third Congress, explain themselves:

The first is dated May 25, 1894, and is as follows:

### LETTER OF MAY 25, 1894.

In the Congressional Record of May 23, Mr. Pendleton, of West Virginia, is quoted as saying: "The present Civil Service Commission is so organized that only the members of one political party have any opportunity of standing a fair examination." Mr. Enloe added, "As bearing upon that point, I understand that nearly all the clerical force connected with the Civil Service Commission are Republicans, and they mark the papers and pass upon the examinations of candidates." These two statements amount to a direct charge that the Commission discriminates against Democrats and is guilty therefore of fraud and misconduct. I denounce this charge as unqualifiedly untrue, and I challenge the production of a particle of proof in its support. Of course no such charge should be uttered by anyone unless he is prepared to back it up at once by proof. I suggest that your committee hold an investigation as to the proof of this particular charge, and I shall be delighted to have only the Democratic members take part in the investigation on this particular point, and suggest that you call before you only the Democratic president of the Commission and the Democratic subordinates of the Commission.

Of the male clerks and examiners at present with the Commission, including both the Commission's own force and the detailed force, 12 are Democrats. 16 are Republicans, 2 Independents, 3 Prohibitionists, and 1 Populist.

Until to-day the Commission had not known the politics of many of the subordinates at all, and of the others it had known the politics only accidentally; but on reading this direct charge of partisanship the Commission made inquiry in the matter.

I wish to point out further that most of the Commission's examiners are detailed to it from the Departments. The heads of these Departments are all Democrats and if they saw fit could detail to us none but *Democrats, so that the Commission* is, as regards these details, powerless to determine the

political complexion of the board. As a matter of fact in not one single instance has the Commission or its board of examiners ever discriminated for or against an eligible because of his political or religious opinions or affiliations, and any statement to the contrary is a deliberate and willful untruth. I beg leave to refer you to Congressman Straus, who recently made a thorough investigation of the workings of this office, and who can inform you that not only are accusations like those brought by Mr. Pendleton untrue, but that it is impossible they should be true. As regards the general subject, I should like to meet before your committee any Congressman making any accusations such as those in the recent debate of misconduct against the Commission, and I challenge the production before you of a particle of proof in support of any such accusation. I suggest that if you make this investigation you request the gentlemen making these charges to appear before your committee, together with the Commission, and make their charges good.

In the Congressional Record of May 24 Mr. Stockdale appears as saying that the law for apportioning employees among the several States and Territories according to population is being violated; that the Commission which is charged with the specific duty of seeing the law executed, turn their backs when it is being violated and thus help its violation; that the Commissioners know the law is violated and are inexcusable for its being violated, and that they consent to its violation. This statement is wholly and absolutely untrue, and no scintilla of proof can be brought forward in its support. I challenge Mr. Stockdale to appear before the Civil Service Committee, face to face with the Commissioners, and prove his assertion. If he had listened to the speech of Congressman Crain, of Texas, or to that of Congressman DeForest, of Connecticut, he would have been saved from making assertions for which there is not a particle of foundation in fact.

Congressman Williams, of Mississippi, attacked the Commission in substance because, under the Commission, white men and men of color are treated with exact impartiality. As to this I have only to say, that so long as the present Commissioners continue their official existence they will not make, and so far as in their power lies, will refuse to allow others to make any discrimination whatsoever for or against any man because of his color, any more than because of his politics or religion. We do equal and exact justice to all. and I challenge Mr. Williams or anyone else to show a single instance where the Commission has failed to do this. Mr. Williams specified the Railway Mail Service in Mississippi as being one in which negroes are employed. The books of the Railway Mail Service for the division including South Carolina, Florida, Georgia, Alabama, and Mississippi were shown me yesterday, and according to these books about three-fourths of the employees are white and one-fourth colored. Under the last Administration it was made a reproach to us that we did full and entire justice to the Southern Democrats, and that through our examinations many hundreds of them entered the classified service, although under a Republican Administration. Exactly in the same way it is now made a reproach to us that under our examinations honest and capable colored men are given an even chance with honest and capable white men. I esteem this reproach a high compliment to the Commission, for it is an admission that the Commission has rigidly done its duty as required by law without regard to politics or religion, and without regard to color.

Very respectfully, THEODORE ROOSEVELT.

The second letter is dated February 13, 1895, and is as follows:

LETTER OF FEBRUARY 13, 1895.

On February 7, Hon. Thomas R. Stockdale, of Mississippi, spoke in the House in reference to the apportionment of appointments under the civil-service act among the States and Territories, partly as follows:

If the Civil Service Commission would discharge their duties faithfully they could accomplish the apportionment. The gentleman who spoke awhile ago (Mr. Hull) said that the Commission execute the law. I want to show him that they do not execute the law—a law that they certainly could execute; if they did that I would not complain. Now, as I said on a previous occasion, this law is openly and notoriously violated daily, and if the Civil Service Commissioners do not know it they are incompetent; and if they do know it and will not or can not remedy the evil, they are useless. I make no complaint of the subordinates of that Bureau, but the Commissioners fail to do their duty. * * * If these Commissioners know anything, they know that the civil-service law is being violated daily in the manner I have described. They intend the law to be violated in the interest of their favorites. * * *

These statements are untrue, and five minutes' investigation of the subject would have shown Mr. Stockdale their falsity. In his letter to your committee, of May 25, 1894, in reference to certain misstatements of Congressmen Pendleton, Enloe, Williams, and Stockdale, Commissioner Roosevelt stated, in reference to Mr. Stockdale's assertions of the inequality of the apportionment, "This statement is wholly and absolutely untrue, and no scintilla of proof can be brought forward in its support. I challenge Mr. Stockdale to appear before the Civil Service Committee, face to face with the Commissioners, and prove his assertion."

The Commission furnishes each year to Mr. Stockdale, and to every other member of the House of Representatives, in its annual report the names of the persons appointed from each State. Mr. Stockdale, throughout his time of service in Congress, has therefore had before him the name of every person appointed from Mississippi, charged to the apportionment of that State. He has had ample *opportunity to investigate* the apportionment for himself, whether these people are or are not from

lississippi, and he has been derelict to his duty and to his State if, having reason to believe, as he ays he has, that persons are charged to it who do not properly belong to it, he has failed to try to ave the wrong remedied. Occasionally persons are put upon the Commission's registers because they laim to come from States from which they do not really come. When the Commission finds this out ney are struck from the registers, or if they have been appointed they are removed. Thus, Congressman Stallings, of Alabama, found a man credited to his State who did not belong to it, and upon he facts being called to the attention of the Commission the wrong was remedied.

Moreover, the Commission, in February, 1894, sent a pamphlet upon the apportionment of appointments to every member of Congress, including Mr. Stockdale. By this pamphlet it appears that nder the system as administered by the Commission, Mississippi was then entitled to 86 appointments and had actually received 81, leaving a deficit of 5, which has since been made up. Under the atronage system, where the law did not control, the State was entitled to 156 and it received only 32 ppointments, making a deficit of 124. In other words, the law against which Mr. Stockdale declaims ave Mississippi its proper share of appointments, whereas of those appointments over which the Commission had no supervision it received only one-fifth of what it was entitled to.

I have now only to reiterate that Mr. Stockdale's assertions are untrue, and I challenge him to roduce evidence of their truth.

I wish this statement could in some way be put into the Congressional Record as well as specifically alled to Mr. Stockdale's attention.

Very respectfully, JOHN R. PROCTER, *President.*

The gentlemen named in the Commission's letters of course never even made an attempt to produce any proof of their assertions nor met the Commission.

## PART IV.—THE CIVIL SERVICE IN FOREIGN COUNTRIES.

(See Comparative Table on pp. 304, 395.)

The more barbarous the nation the more nakedly the spoils system is applied in its political life and the gradual adoption of a merit system, such as that which is established by the civil-service law of the United States, is one of the tests of a nation's progress in civilization. (Tenth Report United States Civil Service Commission.)

Public education should be established for the formation of statesmen by the study of history, living languages, public law, the interest of nations, and of all that can make them useful for public affairs. This would do away in empires with those ministers hastily appointed by patronage, who only exhibit to the public supposed talents, and who reveal their duties only by their blunders. (Bacon.)

When governments select their officers according to their political opinions, or to narrow family considerations, they demoralize the nation, they revolutionize it, they increase abuses, they squander the resources which are at their disposal, and are only temporarily sustained by arbitrary power or by corruption. (De Girardin, Disquisition on the Progress of Reform in the French Service.)

One thing I have remarked here, not without serious foreboding. I mean the analogy between the Spanish civil service with its inevitable results, and our own. Politics here is a scramble for office. Leaders, therefore, represent not a principle, but simply a chance. A government once in power cooks the elections to its fancy, and there is absolutely no way to a change except through pronunciamiento. Are we not moving more or less rapidly in the same direction? As we have no standing army, we choose the more cowardly way of fraud rather than the bolder of brute force. But the root of the matter seems the same—the hopelessness of getting power and place against the patronage and myriad means of influence of the cabal in possession. (Extract from letter of James Russell Lowell to C. E. Norton, dated Madrid, May 4, 1879.)

How happens it that we assure ourselves by rigorous tests of the qualifications of an engineer, of an officer, of a professor, even of a schoolmaster, while we take no heed of the political or administrative education of a diplomatist and of a prefect? Why is one part of our administration organized upon the democratic principle of capacity, while the other is regulated only by the caprice of a minister? Why are twelve years' study required to command a battery, while to govern a department nothing more is oftentimes required than the recommendation of a deputy, or the importunity of a favorite? * * * How strange that the law should exact proofs of capacity for a lawyer, for an attorney, for a notary, in order that the private interests of citizens should not fall into unsafe hands, and should exact no guarantee whatever that the public interests should not be endangered by inexperienced or unskillful administrators? (Laboulaye.)

The foreign service of European governments for many years has been the object of careful solicitude on their part. An outline statement of them will better enable us to understand the disadvantage we suffer from a defective system. (Report of Senate Committee on Foreign Relations, No. 886, fifty-third Congress, third session.)

[The following quotations are taken from Mr. Eaton's report to the President on the civil service in Great Britain.]

Mr. Eaton's report shows conclusively from the experience of Great Britain how the radical vice of our system of appointment in the civil service can be corrected. The modern party patronage system in England began in 1693, and continued until the beginning of the reform in 1853. Instead of the "clean sweep," upon every party success, which is the disgrace of our Republic, only certain high officers now go out in England when their party is defeated. "We limit," says Mr. Gladstone, "to a few scores of persons the removals and appointments on these occasions, although our ministers seem to us not infrequently to be more sharply severed from one another in principle and tendency than are the successive Presidents of the great Union." The legitimate sphere of personal political ambition in a free country is that of competition before the public for posts of legislation and of political administration. But the details of the civil service belong to a business, not to a political administration, and the lines between proper political and nonpolitical places is perfectly well defined. (George William Curtis, in "Introduction" to Civil Service in Great Britain, by Dorman B. Eaton.)

I do not hesitate to say that the opinion I have formed of the administration of the civil service of Great Britain is a very favorable one. I consider it vastly superior in all important respects to that of the United States. * * * With a change of ministry changes take place in a few high offices, *but minor offices in* all departments of the Government are held by their incumbents as long as the

duties thereof are properly performed On what grounds public offices in the United States are filled and vacated is understood by all who have paid any attention to the administration of our civil service. I have spent the most of the time since November, 1870, in London, and I do not think that I have *ever heard charges of corruption or complaints of inefficiency against the service in Great Britain.* There is undoubtedly, in some departments, too much of routine and of adherence to ancient modes of transacting business; but I am quite sure that the general administration of the civil service in Great Britain is approved by the intelligent and fair-minded men of both parties, Liberals and Conservatives. (Letter of H. McCulloch to D. B. Eaton, October 25, 1877.)

In the British service, candidates (for consulships) must be examined for admission, and in all cases must understand French and the language of the country to which they are assigned for duty. * * * Promotions are made for merit and length of service. * * *. They are never removed for political causes; nor is it ever intimated, on a change of administration, that they are expected to make room for hungry politicians. They devote themselves for life to the promotion of British trade and commerce. They seek out new avenues for enterprise. * * * If time permitted, I could furnish volumes of evidence of the zeal and energy of these missionaries in the cause of British trade. Their reports and the reports of the attachés of British legations are models of patient labor and treasuries of valuable commercial knowledge. * * * I need not waste any time in describing how our consuls are appointed, and, with some creditable exceptions, what manner of men they are apt to be. Appointed, as a rule, for subordinate and often discreditable political services, they usually have no qualifications for the position. They have no permanence of tenure, and hence are often removed just as they have acquired the experience to be useful. The result is, that it may almost be affirmed that our consular system as now organized and administered, with its code, offers *an impediment rather than an aid to commerce.* (Speech of Hon. A. S Hewitt, House of Representatives, March 11, 1878.)

A most elaborate scheme of examination is laid down for admission to the permanent consular and diplomatic service. * * * They must understand two modern languages besides their own. * * * The examinations include * * * international law, diplomatic history, statistics, political economy, geography, and the languages. * * * Promotion is made from the lower grades of the entire foreign service. (*Idem.*)

This system, Mr. Hewitt declares, has been found so efficient that it has remained unchanged for nearly half a century.

Speaking of the dissatisfaction of American merchants in China with our consular system, a writer who is personally familiar with the facts says:

They contrast, for instance, that of Great Britain, which makes the service so *honorable and attractive* that entrance thereto is eagerly sought by an excellent class of specially fitted men. * * * This system they contrast with one which makes it possible to send a man to perform commercial, judicial, and almost diplomatic functions among an ancient, formal, Oriental people, because he has been an efficient "worker' in the primaries of Oshkosh or Yuba Dam * * * Yet our system does not save us money, for satisfactory establishments at the leading ports, where alone they are needed, would cost less than the present aggregate. * * * Our consular system is something "to make the very gods of solemnity laugh." (International Review, April, 1879, pp. 357–359.)

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At the request of Hon. D. B. Henderson, through the Civil Service Commission, the State Department issued the following circular:

DEPARTMENT OF STATE,
*Washington, February, 21, 1893.*

*To the Diplomatic and Consular Officers of the United States.*

GENTLEMEN: Application having been made to the Department for information upon the subject of "hours of labor of government employees in other countries," it has been decided to collect such extensive data as shall enable the Department to make a report upon the subject which will be exhaustive and satisfactory.

The chief points upon which information is desired are as follows:

1. What hours of labor constitute an official day's work in the imperial, federal, executive, provincial, or colonial departments in the country to which you are accredited?

2. The time of beginning and of closing the day's labors, and what, if any, interval for rest or lunch is allowed?

3. What holidays are allowed with pay? What time is allowed for sick leave with pay; and what evidence of sickness is required to be furnished by the employee?

4. What is the length of annual vacation with pay?

5. How often are the employees paid?

6. For what periods are the several grades of employees appointed; and, if there be a retired civil list, what age or length of service is fixed as the limit which entitles the employee to the benefits of such retired list?

7. What percentage of the active salary of an employee is given to such employee when upon the retired list?

8 Can a person who receives the retired-list pay engage in other business without forfeiting his retired-list pay?

9. What formalities are required to be observed to secure appointment in the civil service?

10. Are females employed, and, if yes, in what portion, and how do their salaries compare with the salaries of male employees of the same grade or engaged upon the same general class of work?

11. You will also report as to the compensation fixed for the several grades of employees, also as to whether or not length of service of itself is a ground for increase of compensation.

Should you be aware of other points of importance connected with this subject not herein specially mentioned, the Department will be pleased to have you report upon the same fully.

An early compliance with this instruction is especially requested.

I am, gentlemen, your obedient servant,

WILLIAM F. WHARTON,
*Assistant Secretary.*

Replies were received to this circular from most of the countries. These replies were referred to the Civil Service Commission, and in its Tenth Report it gave a summary of some of the most important with generalizations upon them. The Commission was unable to present the information in full in the appendix to that report, as intended, and the replies are now used as a basis for the following statement, in some cases preserving them entire, while in others they are condensed and in still others amplified from printed documents accompanying them.

In its Tenth Report the Commission said in part:

The countries of Europe show a very great advance, which is marked much in proportion to the standard of civilization attained in the different lands. The methods of administration are in some respects most perfect in the free Republic of Switzerland, as is entirely fitting, since the merit system is essentially democratic, and from its very nature that which would be acceptable to a self-respecting, intelligent people, really proud of its liberty and understanding what liberty means. There are very many features which obtain in the civil service of other English-speaking countries, notably in the newer English-speaking democracies, such as New Zealand and Australia, which deserve the careful attention of our public men. These democracies have abolished the spoils system, and are just so far ahead of our democracy. It is by no means a matter of pride that the United States should at present be occupying, as regards the abolition of the spoils system, a position, in some respects, intermediate between Oriental despotisms on the one hand and free republics like Switzerland on the other.

## THE BRITISH EMPIRE.

### GREAT BRITAIN.

The following is an extract from Report No. 886, United States Senate, Committee on Foreign Relations, Fifty-third Congress, third session:

The British system of regulations for the admission of applicants to the consular service is as follows:

"Persons selected for the consular service, whenever the circumstance of their being resident in England, on their first appointment, or of their passing through England on their way to take up such first appointment, may admit of their being subject to examination, will be expected to satisfy the civil-service commissioners—

"(1) That they have a correct knowledge of the English language so as to be able to express themselves clearly and correctly in writing.

"(2) That they can write and speak French correctly and fluently.

"(3) That they have a sufficient knowledge of the current language, as far as commerce is concerned, of the port at which they are appointed to reside to enable them to communicate directly with the authorities and natives of the place; a knowledge of the German language, being taken to meet this requirement for ports in northern Europe; of the Spanish or Portuguese language, as may be determined by the secretary of state, for ports in Spain, Portugal, Morocco, and South or Central America; and of the Italian language for ports in Italy, Greece, Turkey, Egypt, and on the Black Sea or Mediterranean, except those in Morocco or Spain.

"(4) A sufficient knowledge of British mercantile and commercial law to enable them to deal with questions arising between British shipowners, shipmasters, and seamen. As regards this head of examination, candidates must be prepared to be examined in 'Smith's Compendium of Mercantile Law.'

"(5) A sufficient knowledge of arithmetic for the nature of the duties which consuls are required to perform in drawing up commercial tables and reports. As regards this head of examination, candidates must be prepared to be examined in Bishop Colenso's Arithmetic.

"Moreover, all persons on their first nomination to consulships, and after having passed their examination before the civil-service commissioners, will be required, as far as practicable, to attend for at least three months in the foreign office, in order that they may become acquainted with the forms of business as carried on there.

"Limit for age for candidates, 25 and 50, both years inclusive. (Fee for examination, £1 to £6.)"

Mr. Henry White, formerly secretary of legation at London, in an article contributed to the North American Review, makes the following instructive statements concerning the British consular service:

"The British service was established in its present form by act of Parliament in 1825 (6 Geo. IV, cap. 87). Up to that time its members had been appointed, on no regular system, by the King, and were paid from his civil list. This act placed the service under the foreign office, and provided for its payment out of funds to be voted by Parliament. Since then it has been the subject of periodical investigation by royal commissions and Parliamentary committees, with a view to the improvement of its efficiency. The evidence taken on these occasions is published in voluminous blue books, the perusal of which I recommend to those interested in the reform in our service.

"Appointments are made by the secretary of state for foreign affairs. Candidates must be recommended by some one known to him, and their names and qualifications are thereupon entered on a list, from which he selects a name when a vacancy occurs. The candidate selected, whose age must be between 25 and 50, is then required to pass an examination before the civil-service commissioners.

"The salaries of British consular officers are fixed, under the act of Parliament of July 21, 1891 (54 and 55 Vict., cap. 36), by the secretary of state, with the approval of the treasury, and no increase can be made in any salary without the approval of the latter. They average about £600 ($3,000) a year, but, of course, some of the important posts are much more highly paid, the salary of the consul-general at New York being £2,000 (nearly $10,000), with an office allowance besides of £1,000, and a staff consisting of a consul at £600, and two vice-consuls at £400 and £250, respectively; that of the consul at San Francisco, £1,200 (nearly $6,000), with an office allowance of £600 besides.

"British consular officials are retired at the age of 70 with a pension.

"There is also an unpaid branch of the service, consisting chiefly of vice-consuls, appointed at places which are not of sufficient importance to merit a paid official. They are usually British merchants, but may be foreigners. They are not subjected to an examination, and are rarely promoted to a paid appointment.

"Consular clerks are required to pass an examination in handwriting and orthography, arithmetic, and one foreign language (speaking, translating, and copying)."

Mr. White through a series of years was our secretary of legation at London, and is thoroughly informed on the subject of consular duties and the acquirements that are essential to an efficient and respectable service. His approval of the plan adopted in this bill for the reformation of our consular system and service is a strong recommendation of its future advantages.

The civil service of the United Kingdom (so far as the clerical establishment is concerned) is recruited mainly by means of open competitive examination. In certain cases where the qualifications are special, the examinations are adapted to the peculiar requirements of the situation or the department. But departments are organized, with a few exceptions, on the following main lines:

(1) The superior clerical work is assigned to clerks of the upper division, appointed by open competition on a scheme of examination framed on the general lines of the universities' honor schools.

The conditions as to salary and promotion vary in different departments, but as a rule clerks of the upper division may be promoted without further examination or certificate to higher posts.

The policy of the Government of late has been to reduce the number of the upper division, substituting when possible clerks of the second division.

(2) The second division, constituted by order in council in 1876 (subsequently amended by order of March 21, 1890), forms by far the most numerous body in the civil service, numbering 3,000 or 4,000.

The competitive examination in their case is limited to subjects which are believed to be essential to the training of officers who are intrusted with subordinate clerical duties under the supervision of superior clerks or staff officers.

The salary of the second division is regulated by the orders in council, rising by fixed annual increments from £70 to £350. Such clerks may be promoted under

exceptional conditions defined by order in council to the upper division; and recently a considerable number of minor staff offices practically confined to members of this division, have been created in most departments, with salaries ranging from £350 to £400 or £500.

Such promotion depends on merit, not seniority, and clerks so promoted are not examined, if the civil service-commissioners are satisfied as to their qualifications.

(3) Simpler clerical work is given to boy clerks, or boy copyists. The former are appointed by open competition on an examination resembling that for the second division, but restricted in standard and subjects. They are paid weekly wages, and there is no promotion, but the order in council gives them certain advantages in the examinations for the second division. At 20 they are removed from the service, unless they obtain another situation by open competition, or, rarely, by nomination. Such service does not count for pension.

Boy copyists are selected by a qualifying examination in writing, arithmetic, and copying, to which all candidates are admitted who apply when an examination is advertised. The last commission on civil establishments recommended that boy clerks only should be employed, but there are still a considerable number of the copyist class. They are engaged by the week, and on attaining the age of 20 cease to be eligible for further employment as boy copyists.

Certain departments, such as the admiralty, war office, science and art, etc., have special situations requiring various forms of technical knowledge and experience. For these, as a rule, open competitive schemes are in force, but the limits of age are generally much higher than in the case of the ordinary competition. In cases where the qualifications are wholly professional, or such as can not be acquired in the civil service, special provisions are exceptionally made to exempt from examination.

Again, some of the large departments, such as post-office, inland revenue, and customs, employ very large bodies of officers on various forms of duty, selected as a rule by open competition. Thus, in the customs service, outdoor officers; in the inland revenue, assistants of excise; in the post-office, female clerks, sorters, male telegraph learners, female telegraph learners, and others. But in the post-office open competition is at present restricted to London, Dublin, and Edinburgh.

In the provinces single candidates are nominated as vacancies occur, subject to a qualifying examination.

The schemes of examinations in all cases, as regards subjects and limits of age, are settled by the civil-service commissioners and the treasury, in consultation with the departments. Candidates who are successful in the literary examination are required further to satisfy the civil-service commissioners that they are within the prescribed limits of age, and that they are duly qualified in respect of character and of health.

CENTRAL ESTABLISHMENT, LONDON.

So far as the questions asked relate to the permanent civil service of Great Britain and Ireland, the following answers may be given:

1. A daily attendance of seven hours at least is required of every person in the permanent civil-service of the State. Overtime must be given when required, usually without extra pay. Longer hours are often served by customs, excise, and post-office employees.

2. Office hours are from 10 a. m. to 5 p. m., or from 11 a. m. to 6 p. m., with an interval of not to exceed half an hour in the middle of the day for lunch. In each department an "attendance book" is kept, in which is recorded the daily arrival and departure of each clerk.

3. The regular holidays allowed are Christmas Day, Good Friday, the Queen's birthday, and (subject to the convenience of the public service) the four bank holidays, and half holidays on alternate Saturdays.

The maximum of continuous sick leave which can be allowed in either upper or second division is six months on full pay and six months on half pay. No sick leave

in excess of two days can be allowed, except upon a medical certificate. After twelve months continuous absence all pay ceases, unless in the discretion of the commissioners of the treasury, upon the recommendation of the department, compensation is granted equivalent to the pension to which the employee would have been entitled if retired.

4. Annual vacations are granted, in the discretion of the heads of departments and according to the convenience of the public service, as follows:

(*a*) For clerks of the upper division, i. e., those whose scales of salary rise to a maximum exceeding £350 a year, not more than thirty-six working days during each of the first ten years of service; and a maximum of forty-eight working days in each year after ten years of service.

(*b*) For clerks of the second division, i. e., those whose scales of salary do not rise to a maximum exceeding £350 a year, not exceeding fourteen working days during each of the first five years of service, and not more than twenty-one working days in each year thereafter.

5. Salaries are generally paid monthly. Wages of subordinate employees are paid weekly.

6. Appointments are made provisionally on probation, after which, if an employee's services have been satisfactory in the judgment of the head of the department, he is permanently appointed. Civil servants hold office during the pleasure of the appointing authority, and in practice their services may be discontinued on any of the following grounds: Abolition of the office, or reorganization of the department to which the office is attached; mental or bodily infirmity, or misconduct; age. It is in the power of the appointing authority to retire a civil servant of either the upper or the lower division on his reaching the age of 60, and such retirement is compulsory for every civil servant of the upper division on attaining 65 years of age, except that in special cases his employment may be extended for a further period of five years, if his retirement at 65 would be detrimental to the public service.

7. Persons appointed directy by the Crown, or who have been admitted to the service with certificate from the civil-service commissioners, are capable of being pensioned upon the following conditions:

If ten years of service have been rendered, the pension is ten-sixtieths of the salary and emoluments previously enjoyed by the pensioner. For each additional year after the tenth, one-sixtieth of the previous salary and emoluments is added to the pension, until such pension reaches forty-sixtieths of the active pay previously enjoyed by the pensioner, which is the maximum.

It is in the discretion of the commissioners of the treasury, in the case of offices which require professional or peculiar qualifications not ordinarily to be acquired in the public service, and for which the age of the appointee should exceed the limit ordinarily fixed for entrance to the service, to fix a number of years' service less than ten as constituting right to receive a pension, and to add to the number of years of actual service a certain number, not to exceed twenty, in calculating the pension on the basis above described. This too notwithstanding the fact that the beneficiary may not have been appointed by the Crown or through the civil-service commissioners. In each such case, however, an order or warrant shall issue, and shall be laid before Parliament.

An employee who has not served ten years, but is compelled to leave the service through infirmity or bodily injury occasioned, without his own fault, in the discharge of his public duty, receives a gratuity not exceeding three months' pay for every two years of service, or a superannuation allowance not exceeding ten-sixtieths of the annual salary and emoluments of his office.

An employee who is constrained, from infirmity of mind or body, to leave the public service before the completion of the period which would entitle him to a superannuation allowance, may, in the discretion of the commissioners of the treasury, be granted a gratuity not to exceed in amount one month's salary for each year of service.

An employee retiring or removed from the public service in consequence of the abolition of his office, or for the purpose of improvement or economy in the service, may, in the discretion of the commissioners of the treasury, receive a special annual allowance, such as the said commissioners deem a just and sufficient compensation for the loss of office. No such allowance shall exceed two-thirds of the salary and emoluments of the office, and if it shall exceed the amount of the pension to which the employee would be entitled were ten years added to his actual service, a special minute stating the grounds for such allowance shall be laid before Parliament.

The full amount of superannuation allowance can not be granted without a certificate of the head officer or officers of the department to the satisfactory performance of duty by the proposed beneficiary. If the full allowance be granted without such a certificate, a minute setting forth the grounds for the same must be laid before Parliament.

It is within the discretion of the commissioners of the treasury to grant more than the usual allowance in cases of special merit, but a minute of such action must always be laid before Parliament. It is also within the discretion of said commissioners to curtail the allowance in case of demerit.

If an allowance is granted before the age of 60, a medical certificate to the infirmity of the employee, in mind or body, must be produced, and must state that such infirmity is likely to be permanent. One so retired before the age of 60 is liable, until he reaches that age, to be called upon to reënter the service, and upon refusal to do so he forfeits his pension unless he can show that his state of health is unequal to the duties required of him. Such subsequent employment, however, does not impair the right to receive a pension based on the office previously held even though such subsequent employment may not entitle him to a pension.

8. A pensioner is free to engage in any other business in which his services are not remunerated from public funds. If they are so remunerated he can receive only so much of his pension as, together with such remuneration, equals the salary of the office on account of which his pension was granted.

9. Examinations are held periodically by the civil-service commissioners for the purpose of filling vacancies in the service. To the number of places actually vacant is added the number of places which it is estimated will become vacant during the next six months, and this sum is increased by 10 per cent. From the total is deducted the number of persons successful at previous examinations for like positions and yet unappointed, and the remainder is given in the advertisement of the examination as the number of persons to be selected thereby.

Persons actually serving in the army or navy are not eligible for examination for clerkships of the first and second divisions, or for boy clerkships. In like manner, members of the Royal Irish constabulary are not eligible for examination for clerkships of the first and second class, nor are those who have been successful at previous examinations of like character eligible for the boy-copyist examination. As a general rule persons already in any department of the Government service, desiring to stand any civil-service examination, must present to the civil-service commissioners, in advance, the written consent of their superiors.

Applicants for places in the upper and second divisions must first stand a preliminary examination before the commission on rudimentary subjects, and if successful in this they are admitted to the regular competitive examination.

From those who are successful in the competitive examinations, and who have subsequently passed the required physical examination, the number advertised, if there be so many, is selected, in the order of merit. From the list thus established the commission makes appointments as called upon by the heads of departments to fill vacancies occurring.

Such appointments, however, are merely provisional, and no clerk so appointed holds office longer than twelve months, unless at the end of that time the head of the department in which he has served shall certify the civil-service commissioners

in writing of his satisfactory service, and request his continuance. Failing of the required certificate the commissioners recall the provisionally appointed clerk and put another in his place, and it is in their option whether he shall be retained for a trial appointment in another department, or his name be stricken from the list as unfit for the service generally.

Under some of the higher examinations the successful competitors, in the order of their merit, have the right of choice among the several vacancies existing.

For admission to the various examinations a fee is charged, unless the commissioners see fit in special cases to remit the same. For the preliminary examinations this fee ranges from 10 shillings to £1. For the regular competitive examinations it ranges from 10 shillings for the boy-clerkship examinations to £5 for the first-class clerk examination.

Applicants for examination for first-class clerkships must be between 22 and 24 years of age. This examination covers English composition (including précis writing); history of England, including that of the laws and constitution; English language and literature; the language, literature, and history, of Greece, Rome, France, Germany, Italy; mathematics, pure and mixed; chemistry, electricity and magnetism, geology and mineralogy, zoology, and botany; logic, mental and moral philosophy; jurisprudence, and political economy. The fee for this examination is £5.

The examination for the second division includes handwriting, orthography, arithmetic, copying manuscript (to test accuracy), English composition, geography, indexing and docketing, digesting returns into summaries, English history, bookkeeping. The fee for this examination is £1. Applicants must be between the ages of 17 and 20.

For appointment as assistant of excise in the department of inland revenue, the age limit is 19 to 22, and the examination includes handwriting, orthography, arithmetic (to vulgar and decimal fractions), and English composition, with higher arithmetic (including mensuration, square and cube root, etc.), and general geography, as optional. The fee for this examination is £1.

For appointment as outdoor officer in the customs department, the age limit is 19 to 25, and the candidate must be not less than 5 feet 4 inches in height, with a chest measure of at least 34 inches, or if 5 feet 10 inches and upward in height, 33 inches; and without defective vision. The examination includes handwriting, orthography, arithmetic (to vulgar and decimal fractions and mensuration), English composition, précis writing, general geography. The admission fee is 15 shillings.

For appointment as abstractors in the civil service, the age limit is 20 to 25, and the examination covers handwriting, orthography, arithmetic (including vulgar and decimal fractions), English composition and digesting returns into summaries. The admission fee is 10 shillings.

Applicants for appointment as boy clerk must be between the ages of 15 and 17. The examination covers handwriting, orthography, arithmetic (including vulgar and decimal fractions), copying manuscript (to test accuracy), English composition, and geography. The fee for admission to this examination is 10 shillings.

Boy clerks appointed under this examination are removed upon reaching the age of 20. They may, however, after two years (or, if admitted after 17 years of age, after one year) of "good service," that fact being certified to the civil-service commissioners in writing by the head of the department, compete among themselves for so many clerkships in the second division as shall not exceed one-fourth of the number of competitors.

Successful competitors in the examination for clerkships of the second division remain on the eligible list of the civil-service commission until they reach the age of 25, unless they are sooner removed therefrom by appointment. In like manner, those who have been successful in the boy-clerkship examination remain on the eligible list until they reach the age of 20, unless sooner removed by appointment.

10. Women are employed as clerks and telegraphers in the postal service, as inspectors and instructors in the departments of science, art, and education; as matrons in prisons, and nurses in hospitals, and a few as typewriter operators in the various public offices; also as charwomen. There are several hundred female postal and telegraph clerks, about 500 female prison officers, and some 30 or 40 typewriter operators. Their salaries are generally somewhat lower than those of men for the same grade of work.

DUBLIN.

1 and 2. In some Government offices the hours of work are from 9.30 a. m. to 4.30 p. m.; in others, from 10 a. m. to 5 p. m. In each case half an hour is allowed for lunch. In the municipal offices the hours are from 10 a. m. to 5 p. m., without any allowance of time for lunch. Tradesmen and operatives here work in summer time from 6 a. m. to 6 p. m., with an allowance of an hour for breakfast and another hour for dinner; in winter, from 7 a. m. to 5 p. m., with an allowance of an hour for dinner only.

As regards the operative classes, the limitations by statute of their working hours is at present (March, 1893,) much agitated in this city, as indeed throughout the whole United Kingdom. In fact the Liberal party has made the eight-hours-a-day question a plank in its platform, now that the political franchise has been extended. The agitation has induced some employers to reduce the hours of labor.

3. The civil servants in the employment of the Government are allowed all the Government and bank holidays with pay. Municipal officials are allowed all bank holidays and St. Patrick's Day (March 17) with pay. Tradesmen are not employed on holidays, and only receive pay for the days actually at work.

In the civil service the consul is informed that twelve months' sick leave with full pay is allowed. After that period, a further six months at half pay. In municipal offices six months' sick leave with full pay is generally allowed, but no fixed rule exists, and the matter is entirely at the discretion of the different committees of the municipal corporation.

Employers generally do not allow their tradesmen any sick leave with pay, so that in such cases the latter have to rely upon the resources of their respective trades unions. Where sick leave is allowed with pay a medical certificate is required.

4. In the civil service a month's annual vacation is given to senior officers, and two weeks to juniors.

5. Senior officials in the civil service and municipality are paid monthly; junior officials, weekly.

6. Government and municipal officials are appointed during good behavior in each grade. In the former service retirement on pension is required at the age of 65. In the latter, no fixed age is prescribed, but the matter is entirely in the discretion of the governing body.

7. In the civil service a retirement allowance is made of one-sixtieth of the salary for each year of service. The municipal authorities are more liberal in this respect, as the amount of superannuation is entirely within their discretion. Two-thirds of the salary is, however, the maximum.

8. Pensioners are not prohibited from seeking other employment. A rule exists in the municipal corporation, however, prohibiting the employment of pensioners.

9. Generally speaking, employment in the civil service is obtained by open competitive examination. Success in this respect and a compliance with the rules regulating the age of candidates, and satisfactory proof of physical condition, are the only requirements.

10. Females are not employed in the municipal offices, and in the Government offices not to the same extent as in the United States. A very large percentage of the post-office officials, however, are females, and their salaries are not greatly disproportionate to the salaries of male employees of corresponding grade.

MUNICIPAL EMPLOYMENT IN CARDIFF.

1. The hours of labor for roadmen, scavengers, and all workmen, are nine per day; for officials and clerks, eight per day.

2. The time of beginning and closing the day's labor is, for roadmen and other workmen, 7 a. m. to 5 p. m., with one hour for dinner; for scavengers, ten hours in shifts; for officials and clerks, eight hours with one hour for dinner.

3. The holidays allowed with pay are Christmas Day, Good Friday, and all bank holidays. Sick leave with pay is accorded to officials and clerks, but not to laborers.

4. An annual vacation of two weeks is allowed to officials and clerks. Scavengers and workmen have no vacation.

5. Officials and clerks are paid monthly and quarterly; roadmen, scavengers, and workmen, weekly.

6. There is no retired list. Appointments are subject to termination by one month's notice from either side.

9. Generally, vacancies are advertised and open to public competition. A preliminary examination is held for candidates to qualify for the subsequent competitive examination. Frequently, however, the appointments are made on the recommendation of the chief officials of the departments.

10. Females are employed for clerical work and light mechanical labors. Their salaries are said to compare favorably with those of male employees.

Officials are paid from £100 to £800 per annum, clerks from 21 to 30 shillings per week, and common laborers from 18 to 21 shillings per week. Length of service is the main ground for increase of compensation, and follows as a matter of course, provided the conduct of the official is good.

## THE COLONIES OF GREAT BRITAIN.

The conditions existing in the British colonies are in many respects the same as those obtaining in the home Government, and the smaller ones are treated together, while the larger ones, as India, Australia, and Canada, are treated separately and more at length.

### THE SMALLER COLONIES.

1 and 2. As a rule, from six to seven hours work constitute a day's labor. The office hours most generally observed are from 9 a. m. to 4 p. m., though there is considerable variation from this. Where the day's work consists of but six hours the interval for lunch is not always allowed, though a half hour is generally given. In tropical countries an interval as long as two hours is allowed in the middle of the day. Employees, however, are always liable to be called upon for additional service without extra compensation, when necessary.

3. Throughout the colonies the various religious and national holidays are allowed, with pay. These include New Year's Day, Good Friday, Easter and Christmas, the Queen's birthday, and generally a holiday in commemoration of some event of local interest or importance in the particular colony, as, for instance, in Jamaica the 7th of June, commemorating the great earthquake, and the 28th of August, commemorating the great storm; in the Bahamas, December 3, the anniversary of the landing of Prince Alfred in the colony; and in New Zealand, January 29, the anniversary of the foundation of the colony.

In most of the colonies there is no regulation in regard to the length of sick leave, this being left to the discretion of the head of the department. In all cases, however, a medical certificate is required in case of sick leave granted. In Bermuda, where leave is granted indefinitely, with pay, the employee is required to furnish a substitute.

4. In some colonies there is no rule as to annual vacation, and in some none is allowed. As a rule, however, the vacation varies from ten days to six months

annually, according to the grade of the employee. In the distant provinces where there is a fixed rule on the subject the right to vacation is cumulative, so that after several years the employee may obtain leave for a number of months, sometimes as much as a year, for the purpose of returning to the mother country or visiting Europe. In the island of Ceylon, for instance, in addition to "local" leave of six weeks an annual "home" leave of two months is given, this last being cumulative.

5. The universal rule is to pay monthly such as receive salaries. Wage earners are usually paid as often as twice a month.

6. Appointments are made during good behavior, and hence are generally permanent unless sufficient cause is furnished for their revocation. An employee may be retired upon a pension, generally upon reaching the age of 55. The rules governing retirement and pensions are very similar to those of the home Government. In Bermuda, however, there is no retired list. In New Zealand there is a compulsory system of state insurance of 5 per cent a year for every civil servant. The money is invested at interest by the public-trust office. The sums thus invested can not be attached for debt or be deemed an asset in case of bankruptcy. On retirement from the service, for whatever cause, except the commission of a crime, the civil servant, or, in the event of his death, his heir, receives the amount which is to his credit.

7. The rules for computing pensions are also, in the main, the same as those in force in the home Government, the maximum pension being two-thirds of active pay, and the minimum of service required before a pension is obtainable being ten years, forty years' service entitling to the full pension of two-thirds salary. In tropical countries a bonus of five years is allowed, in addition to actual service, in calculating pensions. The principle of a compensative gratuity to discharged employees is also found in some of the colonies.

8. Pensioners may engage in other employment, but if employed in the Government service the pension is generally subject to curtailment according to the same rules that obtain in the home Government.

9. In most cases appointments are made after competitive examinations and on probation. Appointments to the higher positions in the colony of Singapore are made after competitive examination in England. The successful candidate must undergo a physical examination and agree to serve at least four years in the colony before he is given passage thereto. Competitive examinations in New Zeland are very similar to those employed in England, though the compulsory part is more rudimentary while the classical part is merely optional. In some colonies, as Fiji, employees are required to learn the language of the natives during their probation.

10. The practice in regard to employing females varies. In the Fiji Islands, the Falkland Islands, and the island of Ceylon, no females are employed. In the Bahamas few are employed. They receive the same compensation as men for like service. In the Leeward Islands, in Hongkong, and in Singapore, they are employed as matrons and nurses in the jails and hospitals, receiving proportionally the same compensation as men. In Honduras they are employed in the jails and hospitals and receive about half as much as is paid to men for the same service. In Jamaica, in Bermuda, and in Sierra Leone, they are employed in the postal and telegraph departments on an equality with men. At Gibraltar "females are not employed, though at present the eldest daughter of the former postmaster is at the head of the postal, telegraph, and savings bank departments, it being a special favor conferred on his family on account of his long and valuable services when employed as deputy postmaster." In New Zealand forty-eight females are employed in the telephone exchanges, and eighteen in other clerical capacities in the post and telegraph departments. Their pay is about two-thirds that of men in the same service.

In most of the colonies the salaries of employees rise by annual increments, within certain limits, as in the home Government, but such increase of salary can not be said to be due solely to length of service, inasmuch as the approval of the head of the department is necessary to the granting of such annual increase.

BRITISH INDIA.

1. There is no fixed rule as to what shall constitute a day's work, but generally the employees are engaged six or seven hours.

2. The hours are usually from 10.30 a. m. to about 5 p. m. The natives are accustomed to but two meals a day, and an interval for lunch is not a necessity. As their work is performed in a leisurely manner, time for rest is not required, but a short interval is given for smoking, eating, or for taking a nap. Europeans, however, who exert themselves more vigorously, not infrequently take the brief time allowed for refreshment.

3. Besides Sundays a certain number of holidays with pay are allowed, changing somewhat from year to year and varying in the different provinces, but amounting to from twenty to forty days in which the offices are closed.

If leave be allowed for more than six months, the papers must be countersigned by the surgeon-general of the province to which the invalid belongs, otherwise leave is given upon a certificate of medical officers assembled under the orders of the surgeon-general.

An officer receives full pay during the time allotted him for leave, but if he remains absent after its expiration he is entitled to no allowance for the period of such excess of absence, and ceases to have a lien on any appointment.

After five years' continuous absence, whether with or without leave, he is considered to be out of the Government employ.

The rules applicable to the various branches of Government employment differ somewhat, but in the uncovenanted service a man can get, in all, three years' sick leave, fifteen months of it on half pay and the rest on quarter pay, and can also have this extended without pay, up to five years in all, before losing his appointment.

4. The amount of privilege leave earned by an officer is one-eleventh part of the time during which he has been on duty without interruption; but no privilege leave can be earned by an officer by duty performed while three months such leave is due to him. Leaves for the purpose of returning to England carry only half pay.

The amount of furlough admissible to a member of the Indian service, or a military officer subject to the civil-leave rules, and the aggregate amount of furlough and special leave, with allowances admissible to any other officer, amount to six years.

The amount of furlough earned by an officer is one-fourth of his active service. The amount of furlough due to an officer is the amount that he has earned, diminished by the time occupied by leaves of absence previously enjoyed.

Ordinary furlough can not extend beyond two years at one time, though under peculiar circumstances it may be extended by medical certificate to not more than three years. It would appear that the above rules in regard to furlough are so modified by exceptions that the following statement sets forth more exactly the privileges an officer may look forward to, with certainty that nothing will occur to prevent his enjoyment:

Furlough may be granted as follows: After ten years of service, one year or any less period; and thereafter at intervals of not less than eight years, one year or such other period as together with all periods already spent in furlough may not exceed two years; or after eighteen years' service two years or any less period.

5. Salaries are paid monthly.

6. A person whose age exceeds 25 years is not ordinarily admitted into the service of the State. The limit is 30 years in a judicial office and 28 years for assistant surgeons who have taken a university degree.

An officer at 55 years of age may, at his option, retire from the service on a superannuation pension, and he may be required to retire, unless the local government considers him efficient and permits him to remain in the service.

Any civil engineer of the public works department, who, at 50 years of age, has not attained the rank of superintending engineer, is liable to be called upon to retire.

Officers in the survey of India not lower than assistant surveyor cease to be in employment at 55 years of age.

A military or naval officer in civil employ, after attaining the age of 55 years, may not, except for special reasons, with the sanction of the secretary of state, retain his office, or be appointed to any new office. Barristers are exempt from the general rule regarding compulsory retirement at 55 years of age.

7. If the period during which the individual has been actually employed is more than twenty years but less than thirty years, the pension does not exceed one-third of the monthly salary or authorized official allowances, calculated on an average of five years previous to the date of application for pension.

If the period of actual service has been thirty years or upward, the pension does not exceed one-half of the salary or authorized allowances, calculated in the manner above stated. The rule has been modified in most departments recently, so that the employee, after ten years' service, is entitled to one-sixth of his average pay for the last three years, and after twenty-five years' service and up to thirty years, half pay.

The rules vary greatly in the different branches of the service. The members of the covenanted, or, as it is sportively styled, the "heaven-born" service, are privileged to attain the highest positions and to obtain the largest salaries; but from the stipend of each there is always deducted at least 2½ per centum, and from the salary of the married man an additional 2 per centum for the wife, one-quarter per centum for each daughter, and one-eighth per centum for each son, which the Government, as an insurance company, holds for their benefit.

Those belonging to the uncovenanted service are encouraged to contribute in a like manner to a similar fund providing for future needs, but without compulsion.

8. Pensioners may engage in other business.

9. No person may be appointed to a superior grade in India without a certificate by a government medical officer.

The covenanted service is small and deemed very desirable. In consequence there is a fierce competition for positions in it. The examinations of the mental qualifications of candidates for this service are very thorough, and are said to be exceedingly severe.

There are examinations also of those proposing to enter the uncovenanted service, but quite frequently the head of an office selects a candidate after advertising a vacancy.

10. The number of females is small, and they seem to have little or nothing to do with public affairs.

The salaries of superior servants, which differ amazingly, range from 150 rupees ($43.50) a year to 50,000 rupees ($14,500) a year; a few of the highest officials receiving a much larger salary than the figure above named, and a host of inferiors, who do not properly belong to the service, being glad to accept a remuneration so small as to seem incredible to an American.

Long service, as a rule, results in promotion and increase of salary, but there is such a thing as an officer being so stupid or so indolent as to be outstripped by one who enters the service later and shows superior brightness and efficiency.

### VICTORIA.

Here there is a public service-board of three persons provided in 1883 for the express purpose of entirely divorcing the public service from politics.

1 and 2. The office hours are from 9 a. m. to 4.30 p. m. Offices close at noon on Saturdays.

Special arrangements are made in the post and telegraph offices, jails, lunatic asylum, and custom-houses, for the performance of duties which entail work outside of the hours mentioned. Eight hours constitute a day's labor for artisans, mechanics, etc.

*3. The generally* recognized holidays allowed with pay are New Year's Day, Christ-

mas Day and the following day, Good Friday and the following Saturday and Monday, and the birthday of the Queen and of the Prince of Wales. In addition to these, special holidays are from time to time proclaimed by the governor in council.

Sick leave may be allowed for any term not exceeding twelve months. A certificate from a legally qualified (registered) medical practitioner is required to be furnished as evidence of sickness.

4. The annual leave may not exceed three weeks in a year, and is at the discretion of the department minister, but custom has made the "leave" the rule, and the discretion of the minister is merely as to convenience of time. After twenty years of service officers may be allowed furlough for a period not exceeding twelve months, half the time on full pay and half the time on half pay.

5. Employees are paid once a month.

6. Appointments are not made for any definite period, but removals can not be made except for cause. Employment of a temporary character is usually restricted to three terms of three months each, but there are exceptions where the interests of the service demand, as, for instance, in the department of public works.

On December 24, 1881, an act was passed abolishing pensions. Employees appointed since the passage of that act are not entitled to pension, but are required to make provision for their retirement by life insurance. Employees who entered the service prior to the passage of that act have certain rights conserved, and are entitled to retire under the provisions of the civil-service act of 1862. But whether appointed prior or subsequent to the passage of that act an employee is compelled to retire upon attaining the age of 65, unless he is requested and consents to continue in the service longer.

7 and 8. Pensions were formerly paid, but officers appointed since 1881 are supposed to make provision for their retirement by life insurance.

9. The public service consists of four "divisions," first, professional, clerical, and nonclerical divisions. To regulate and supervise the public service a "public-service board," consisting of three members, two constituting a quorum, is appointed by the governor in council.

Appointments are made by the governor in council, through competitive examination, of the highest in standing in order of registration, but a request must first be made by the minister of the department to the public-service board, when the board, if it consider the appointment necessary, must name the person entitled to be appointed. This appointment is provisional for six months, but at the end of that time is confirmed by the governor in council upon the recommendation of the permanent head of the department and the deposit with the public-service board of a life-insurance policy for the payment to the person assured, on his attaining the age of 60 years, of a sum of money at least equal to the amount of the maximum salary, or else of annuities at least equaling one-tenth of the maximum annual salary. The period of probation in the professional division, however, is but three months, and, if the board so recommend, the governor in council may dispense even with this and make the permanent appointment at once, and may also remit the usual life-insurance requirement.

In the first division, the professional division, and as teachers in the department of education, appointments are generally made from among duly qualified persons already in the service, though upon a certificate of the board to the fitness and qualification of the applicant, one outside the service may be appointed in these divisions.

The clerical division is divided into five classes, and all new appointments are made to the fifth or lowest class. Such new appointees must be between the ages of 16 and 30, and must have passed the required examination as indicated below.

Candidates for appointment in the nonclerical division must be between the ages of 16 and 40, though the age may be extended to 45 in case certain special duties are required.

Whenever the needs of the service require, competitive examinations are held, notice of such examination having first been given by advertisement, stating the number of places to be filled. From the successful competitors at such examinations the number advertised, if there be so many that pass the examination, is selected in the order of merit, and constitutes an eligible register from which appointments are made.

Two separate examinations are held for the clerical division, one for the three upper classes, and one for the two lower. The examinations for the higher classes are for promotion, and must be passed before an employee can rise from the fourth to the third class.

Appointments to the nonclerical divisions are also made after a competitive examination, except where in the opinion of the public service board competitive examination can not be advantageously applied.

The entrance examination (for the lower classes of the clerical division) covers: (1) Handwriting; (2) arithmetic, including the first four rules, reduction, practice, vulgar and decimal fractions; (3) spelling, to be tested by writing from dictation and the correction of misspelt passages; (4) simple composition, and the correction of grammatical errors; (5) English, parsing, analysis and derivation of words; (6) geography, outlines of physical and political geography, and the geography of the Australian colonies (particularly Victoria) in moderate detail. Candidates failing to attain a grade of 50 per cent in any one of the first four subjects are rejected.

In order to be recorded on the board's "register of candidates" and be admitted to this examination applicants must forward to the board at least thirty days before the examination an application paper in due form, accompanied by certificates of birth, of good moral character, and of sound bodily health.

If, after passing the examination, an applicant declines the appointment that is offered him, his name is stricken from the register of eligibles.

Promotions are made from grade to grade throughout the service, and are regulated by seniority and merit combined.

10. Females are employed in the civil service as warders, submatrons, and matrons in lunatic asylums and jails, as telephone switch operators, as book folders and sewers, as postmistresses, telegraph operators, as clerks in the post and telegraph departments, as teachers in the State schools, and in some other positions for which they are fitted. Their salaries are rather lower than are those of men, but are established in the annual votes of the estimates. Female school teachers are paid four-fifths of the salary paid to a male teacher in a school of the same class. For female teachers, the limit of age is put at 50 years instead of 60 required for men.

As a rule salaries rise by annual increments, but the granting of such increments depends upon merit.

The entire police force of the colony, and the railway employees and persons engaged in naval and military defense, are in the Government service, but are not subject to the civil-service act, provision having been made for each of these departments by special acts. The total number of public servants subject to the public-service act of 1890 on the 31st day of December, 1891, was 10,908, divided as follows:

| | |
|---|---|
| First division | 14 |
| Professional division | 207 |
| Clerical division | 2,128 |
| Nonclerical division | 3,697 |
| Teachers, classified schools | 4,386 |
| Teachers, unclassified schools | 476 |
| Total | 10,908 |

SOUTH AUSTRALIA.

1. Seven and a half hours constitute an official day's work.

2. Public offices open at 9.30 a. m. and close at 5 p. m. Usually an interval of *three-quarters* of an hour to an hour is allowed by the different departments for *lunch*.

3. The regular holidays allowed are New Year's Day, Good Friday, Easter Monday, the anniversary of the sovereign's accession to the throne, the Queen's birthday, the birthday of the Prince of Wales and of the present Duke of Edinburgh, Christmas Day, the anniversary of the proclamation of the colony, and such other days as are appointed in the Government Gazette as public holidays. It is provided by law, however, that in case of emergency employees may be required to work on these or any other holidays.

Two months is the limit of sick leave allowed under the civil-service amendment act of 1881, but each case is considered on its own merits, and the certificate of a duly qualified physician must always be produced.

4. An annual vacation of fourteen days is allowed with pay.

5. Employees are paid monthly.

6. Appointments are made for no fixed period. There is no retired civil list.

7 and 8. Though there are no retired-list pensions, there is a retiring allowance accorded to every employee removed from office on account of old age, sickness, abolition of office, or any other cause except misconduct or pecuniary embarrassment. This allowance is equivalent to one month's salary for each year of service rendered, the salary on which the allowance is based being the average salary of the last three years of service. In case of the death of the employee this allowance is made to his heirs. If an employee is retired from office on account of the appointment being made political, the governor may recommend to Parliament the granting of a compensative allowance in addition to the ordinary allowance described above.

9. Appointments to the civil service are made conditionally at the pleasure of the governor, to the lowest grade of the service. Applicants must be at least 18 years of age, and must produce such evidence of age, health, and moral character as the governor may deem sufficient. After three months' probationary service, if the conditional appointee has given satisfaction to the head of the department and is recommended by him, his appointment is made absolute. Before that time he is liable to discharge at any time at the pleasure of the governor.

Appointments to the civil service are also made of persons between the ages of 16 and 18. Such appointees are called "cadets," and the following conditions regulate their appointment:

Application must be made to the undersecretary, accompanied by certificate of birth or, if that is not obtainable, explanation of its absence and satisfactory evidence of age, a certificate of health signed by some legally qualified medical practitioner, and a certificate of general good conduct signed by some responsible person.

Applicants who are approved for examination must exhibit a certain standard of proficiency fixed by a board of examiners appointed from time to time by the governor. The board, in notifying the results of the examinations, classifies the successful candidates according to merit, but the examination is not competitive for office, and the Government selects at its discretion any successful candidate for appointment.

The examination covers the following subjects: Reading aloud a passage from some English author; writing from dictation; English grammar; writing a short English composition, such as a description of a place, an account of some useful or natural product, or the like; arithmetic (no candidate will be passed who does not show a competent knowledge of the first four rules, simple and compound, and of vulgar and decimal fractions); geography, particularly of the British Isles and of Australia, Tasmania, and New Zealand; outlines of English history. In all papers the quality of handwriting and spelling is taken into account in the marking. In addition to these the candidate may be examined in any or all of the following, with a view to a special report: Modern languages, mathematics, classics, natural science.

When so appointed cadets serve on probation for three months without pay, after which, if approved by the responsible minister of the department, they continue as

cadets at a salary of £50 per annum for the first year, £65 for the second, and £80 for the third and for each subsequent year, until appointed to the sixth class of the civil service.

10. A few females are employed in the telegraph, telephone and education departments, their salaries varying from £25 to £100 per annum, as compared with male employees at from £50 to £150 per annum.

WESTERN AUSTRALIA.

1 and 2. All Government offices are open from 9 a. m. to 4 p. m., but if necessary employees are required to work overtime, generally without extra pay. An interval of one hour is allowed for luncheon. On Saturdays the day's labor begins at 9 a. m. and closes at 1 p. m. In the telegraph and telephone offices the hours of work are necessarily longer than the above.

3. Holidays allowed are New Year's Day, Christmas and Boxing Day (January 2), foundation of colony, Queen's birthday, Good Friday, Easter Monday and Tuesday, Prince of Wales' birthday, Queen's coronation, foundation of Australia.

There is no fixed period during which sick leave with pay is allowed, but in nearly all cases the work of the patient is performed by those in the same office without abatement of his pay. Medical certificate is always required from time to time during illness.

4. Six weeks is the maximum annual vacation allowed.

5. Fixed annual salaries are paid monthly, others fortnightly.

6 and 7. Appointments are made during pleasure. The rules regarding pensions are the same, mutatis mutandis, as those obtaining in the home Government.

8. A pensioner may engage in other business without forfeiture of pension.

9. In order to enter the service satisfactory credentials and a medical certificate of sound constitution must be presented.

10. Females are employed only in the telephone exchange and as postmistresses and telegraphers at country towns and stations. They are not employed in the same offices as men.

The regulations governing the railway service are substantially the same as above. The rules as to office hours, however, are necessarily more extensive and complicated. No pensions are granted in the lower grades of the railway service. No females are employed in the railway service.

CANADA.

A civil-service law has been in force in Canada for many years. It applies to all the departments of the Government service—the customs, post-office, inland revenue, the department of the interior, public works, Government railways and canals, geological survey, Indian office, secretary of state, House of Commons, etc. In some of these departments, however, it applies only partially, viz, to the principal officers at Ottawa, and not to subordinates and those employed in the "outside" service, so called.

The service is divided into two general divisions known as the "inside" and the "outside" divisions. The first comprises employees of those classes which are on the several departmental staffs at Ottawa and in the office of the auditor-general; the second or "outside" division comprises employees of those classes employed otherwise than on departmental staffs at Ottawa.

The governor in council has authority to make rules and regulations, not inconsistent with the provisions of the civil-service act, respecting appointments, promotions, etc., and to determine the number of officers, clerks and other employees required for the departments in the various divisions of the service.

1 and 2. In the departments at Ottawa office hours are from 9.30 a. m. to 4 p. m. In practice an hour is allowed for lunch, though there is no law in regard to this. Subordinates employed more or less outside are required to work during considerably longer hours in case of necessity.

3. *No holidays* whatever are allowed to post-office employees in the outside

service. In the departments at Ottawa, in the outside customs and inland-revenue service, the following holidays are allowed with pay: Christmas Day, New Year's, Good Friday, the Queen's birthday, Dominion Day, and any other day fixed by proclamation of the governor-general, there being fourteen statute holidays in all.

The permanent employees are allowed sick leave with pay, but not to exceed six months. A medical certificate is required in all cases. In the case of a temporary clerk the rule is "no work no pay."

4. The length of the annual vacation is three weeks.

5. Employees in all departments are paid monthly.

6. In the inside service of all the departments at Ottawa and in the outside service of the post-office and inland-revenue department there are three grades of service. Every applicant for a temporary appointment, when employed, is placed on the temporary list, after having passed a preliminary or qualifying examination. Serving six months satisfactorily as a temporary employee, he is placed on the probationary list in the third or lowest grade. At the end of the year, his deportment and efficiency having been satisfactory and being recommended by the head of the branch in which he is employed, he is placed on the permanent staff. He contributes to the superannuation fund from the time of his employment as a probationer, but he is not entitled to an annual increase of salary until he becomes a permanent officer. When a clerk reaches the maximum salary of a third grade he may be a candidate for the second grade.

In the customs service employees, after satisfactory examination and recommendation, are appointed directly by the Government, not being employed temporarily or on probation, as above.

All appointments to the civil service are held during pleasure.

While temporarily employed a clerk contributes nothing to the superannuation fund, is entitled to none of its benefits, nor to any holidays. If, during his temporary employment, he proves inefficient, or his services are not required, he is liable to be discharged.

Sixty-five years is the age fixed as the limit which entitles the employee to the benefits of superannuation; but he must have served ten years to be entitled to its benefits. Thirty-five years' service entitles the employees to ask for superannuation. Many employees are, however, retained in the service much beyond the age of 65.

7. If an employee has served not less than ten years but less than eleven years, and is superannuated, an annual allowance of ten-fiftieths of his salary, based on the average of it during the last three years, may be allowed him; if he has served eleven years and less than twelve, the allowance will be eleven-fiftieths of such salary, and so on, an addition of one-fiftieth of such salary being allowed for each additional year of service up to thirty-five years. No addition is made for any service beyond thirty-five years.

A deduction of 2 per cent per annum is made from the salary of all employees to whom the superannuation act applies, if the salary is $600 per year or upward, and a deduction of 1½ per cent if the salary is less than $600.

In case of the death of an employee, or on his retirement on account of ill health, it is customary to allow him two months' extra salary.

8. A person on the retired list does not forfeit his retired-list pay by engaging in other business.

9. All applicants for employment in the Government service must have passed a satisfactory examination before the proper authorities before being entitled to an appointment. The appointment itself is generally secured through the recommendations of members of Parliament, made to the appointing authorities at Ottawa. Without such indorsements appointments are not made. It is alleged by those opposed to the government at Ottawa that great favoritism is shown in the matter of appointments; that as a rule the political friends only of the Government receive them, and that great abuses are thus practiced under a system which it was intended should eliminate *partisanship* from the civil service.

*10. Females are employed* on the same terms and conditions as males.

For chief clerk the minimum salary is $1,800, which is increased annually by $50 up to $2,400. For second-class clerks the minimum salary is $1,100, which is increased annually by $50 up to $1,400. The minimum salary of the third-class clerks is $400, which is increased annually by $50 up to $1,000. These annual increases are subject to the general deportment of the clerk.

The spirit of the civil-service act undoubtedly is that efficient men be retained in office during good behavior. Almost invariably it is found that an official who abstains entirely from politics, and gives faithful service, is continued in office. No official would be permitted to take part in politics against the administration under which he serves. But it must be admitted that some officials of minor rank do take part, more or less, in support of the administration to which they are indebted for their positions. That they do so in some instances is so well known that it can not be presumed that the administration forbids such action. But whatever faults there may be in the civil-service system of Canada, or whatever abuses may exist in violation of its spirit and purposes, there is evidently a common sentiment in favor of good and stable civil service, and that it can best be maintained by retaining in office men who have been tried and proved to be faithful and efficient public servants.

## EUROPEAN COUNTRIES.

### GERMANY

#### PRUSSIA.

In the report of Mr. Jenckes made in 1868, referred to in the remarks on the French service, it is stated that "the civil service of Prussia is indebted for its world-renowned efficiency and purity—

"1. To the common law of Prussia, which contains the provision that 'nobody shall be appointed to a public office unless he possesses the competent qualifications and has produced evidence of his fitness.'

"2. To the universities, colleges, gymnasia, and schools of Prussia, from the graduates of which the bulk of the civil-service employees are recruited.

"3. To the stringent system of examinations regulating the graduation of the students at these institutions, preliminary to the system of examinations enforced in the various branches of the administration.

"4. To the measures taken for the enforcement of integrity and good behavior, and the prevention of frauds and negligence by imposing a severe oath of office in addition to securities to be furnished in cash by the greater number of civil-service officers, particularly by those employed in the financial, revenue, customs, and post-office departments.

"5. To the spirit of discipline peculiar to a military monarchy like Prussia, and pervading not only the military service, but all branches of public life.

"6. To the superior moral and mental culture of the German people, which causes most holders of office to live within their means, however small they may be, and to make continuous exertions for the improvement of their capacities and opportunities.

"7. To the measures taken by the Government for promoting the worthy officers, for continuing to pay part of their salary to those who are temporarily out of employ, and finally for allowing a pension to those that are obliged to retire from ill health or old age.

"8. To the comparative absence of restlessness of persons who live under military monarchies, and to their tendency of being contented to fill during a whole lifetime the positions, however unremunerative or painstaking, for which they happen to have been educated and to have secured from their earliest age.

"9. To the impartiality of the appointing power, and to the general conviction *that appointments* are, on the whole, regulated upon consideration of the merit of *the applicants,* unbiased by political prejudices or by nepotism.

"10. To the almost total absence of fraud in the Prussian service since its establishment, and to the care taken in combining economy with efficiency, integrity with competency."

In an essay on "Education and the administrative system of probation in Germany," by Laboulaye, printed in the report of Mr. Jenckes, it is said:

"This system is the same as that of Würtemberg—theoretical test by examination, a probation to assure the moral character and capacity of the candidate, and a practical test by examination. Prussia has even pushed this system of examinations further than any of the other German States, for, in order to advance more rapidly the youth of capacity, and to bring to the head of affairs men who are still full of zeal and capacity, she has established a double examination in practical tests, so that, after having been auditor upon examination at the university, and counsellor-referee after a preliminary practical examination, preceded by a probation, it is necessary then to pass a second probation, and submit to a second examination in practice, in order to attain the more important positions in the administration. Thus, while Baden and Würtemberg have established the system of competition only at the threshold of the political career, Prussia has made it in addition a means of advancement within the service of the administration. The claims of education and capacity thus become entirely preponderant, and rank even before length of service, for it is a recognized principle in Prussia that length of service in an inferior function is not of itself any title to advancement. It is only a presumptive evidence of capacity which yields before those positive proofs of fitness which an examination furnishes. I think it would be difficult to favor industry more effectually, or to hold out to studious young men a more powerful attraction to the service of the State."

"In Germany persons are appointed to the office of consular chancellor who have passed their examinations as "referendary," a title which requires graduation at a German university, and requires a thorough knowledge of law, political science, statistics, etc." (Report of Committee on Foreign Relations, United States Senate, Fifty-third Congress, third session, No. 886.)

The Saxon service is similar to the Prussian, and reference is made to the report of that service, which is much fuller than the Prussian report.

An exhibit of the department of judiciary, which is Prussian and includes the various courts and their dependencies, and the imperial postal service, which includes the post-office, telegraph and telephone systems, presents the distinctive features of the State and national civil service in Germany.

1. In the judiciary seven hours constitute a day's work for secretaries, clerks, and the various other minor employees. Sundays and legal holidays are free. In the postal service, which includes the post-office and telegraph, nine to ten hours constitute a day's work for the lower grades of employees, such as clerks and letter carriers, and from six to eight hours for directors, heads of departments and other officials of the higher grades, the principle being that the higher the grade of the employee the shorter his daily hours of labor.

2. In the judiciary department work begins at 8 a. m. and continues without interruption until 3 p. m. The one exception to this is in the offices of states' attorneys, where the hours of labor are from 8 to 12 and from 3 to 6 p. m. In the postal service working hours are from 7 a. m. to 8 p. m., with from two to three hours interval for luncheon and rest.

3. In the judiciary all legal State and provincial holidays are allowed with pay. These include fifty-two Sundays and eight other days annually, viz: Christmas, New Year's Day, Good Friday, Easter Monday, Ascension Day, Emperor's birthday, Thanksgiving Day and Pentecost Monday. In the postal service the same rule prevails except that on Sundays and holidays the telegraph offices are kept open, and there is one delivery by carriers in the morning, besides about the usual number of collections from the street boxes.

No deduction of pay is made during sick leave in any department. The employee must within three *days present* a physician's certificate of disability to continue

his work. This certificate must state the nature of the illness and its probable duration. If at the end of this predicted period the employee is unable to resume labor, a new medical certificate must be presented, stating clearly all the facts of his physical condition. If at the end of two years his illness continues, a medical inquiry is ordered to decide whether the invalid may remain longer on sick leave or be retired with pension.

4. In the judiciary the so-called "court holidays" continue from July 15 to September 15. During this period the courts remain nominally in session, but business being then lighter than at other seasons, judges and the minor employees obtain leave of absence, which is usually for one month. In the postal and other departments, from one to three weeks' vacation, according to the grade of the employee, is granted with pay. More than this is accorded only in cases of illness and under a physician's certificate.

5. In the judiciary department all permanent employees are paid quarterly, in advance. Transient employees are paid at the close of each month. In the postal and other departments, the higher grades of employees are likewise paid quarterly, in advance, and the lower classes of permanent employees monthly, in advance. Casual employees, engaged for extra service at times of unusual activity, are paid a certain wage per day, and payment is made at the end of each month of such service. Thus, if a casual employee serves for a number of days in the early part of a month, he does not receive pay until the close of the month.

6. All grades of employees who are of legal age when they enter the public service are appointed for life. An employee's pension begins when he has attained the age of 65 years. If, however, partial physical disability begins at an earlier period, the pension of the employee thus partially disabled may begin at any time after his tenth year of consecutive service.

7. The pension begins at fifteen-sixtieths of the actual salary, and increases by one-sixtieth each year up to forty-five-sixtieths or three-fourths of the active salary, which is the maximum pension limit. Military service rendered during governmental employ counts the same as civil service in computing pensions. When an employee is entitled by law to free house rent and other allowances, the cash value of such allowance is added to his salary to form the basis upon which his pension is computed.

8. Any recipient of retired-list pay may engage in other business without forfeiture. If he afterwards reënters the Government service, only so much of his pension is thereafter paid as is necessary to render his aggregate compensation equal to his former salary, on which his pension was originally computed.

9. Persons who have not performed the usual military service in Prussia may enter the civil service on probation. In the judiciary department they must serve three years without pay, and during this probationary period must evince industry and good character, and show a degree of scholarly capacity equal to that of a "prima;" that is, equivalent to the standard required of a one-year volunteer soldier. In Germany the ordinary term of military service is three years, but young men of exceptional ability may, instead of waiting to be called, volunteer, and if capable of passing the prescribed examination, may, in time of peace, escape with one year's service in the army. The designation "prima," as used above, indicates the measure of ability requisite to enable a young man to pass this examination.

But the great majority of civil employees in all departments are men who have made creditable records in the army, and the possession of such a record secures for the candidate preference over other applicants. Application for appointment is made in writing. Those seeking appointment in the higher grades must present certificates of study in a German high school, and pass both an oral and a written examination.

10. Females are employed only in a very limited degree, mainly as matrons and *attendants* in prisons for women, and as operators in the telegraph and telephone

services. At the central telephone offices they are preferred for certain duties, for the reason that the female voice is found to be more clear and distinct than that of most men.

As matrons and prison attendants women receive from $190 to $285 per annum, with board and lodging, whereas men in the same situations receive $214 to $357 yearly. Such employees of these classes as are, from the nature of their duties, not provided with free residence, receive in Frankfort an additional compensation of $57 per annum in lieu of such free lodging. In the telegraph service female employees receive the same wages as men in the same positions. In the telephone department they are paid about 10 per cent. less than men, but have relatively shorter hours of service.

In the Imperial German postal service the yearly wages of some of the principal classes are as follows, the classification being so elaborate and complicated that comparison with the United States postal service is difficult:

Postmaster-General, $5,712 and dwelling; directors, $3,570 and $214 for quarters; auditors, $1,785 to $2,356 and $142.80 for quarters; confidential secretaries and registrars, $714 to $1,285; chief accountant and cashiers, $999 to $1,285; bookkeepers, $785 to $1,071; secretaries, $666 to $904.

In the working postal and telegraph service the salaries of officers and employees range according to duration of service between the minimum and maximum figures herein given. Such of these officers as are entitled to free lodging receive, in lieu of such quarters when not used, the respective cash allowances for that purpose:

Head post directors, $1,666 to $2,142 and $357 for quarters; chief counselor, $999 to $1,428 and $142 for quarters; inspectors of posts and telegraphs, $642 to $856 and $142 for quarters; building inspectors, $856 to $999 and $107 for quarters; under post directors, $737 to $1,285 and $85 to $214 for quarters; paymasters, $856 to $1,142; head post telegraph employees, $404 to $642; under post telegraph employees, $357 to $404; machinists and mechanics, $285 to $476; female telegraph operators, $261 to $357 and $14 to $67 for quarters; postmaster, second class, $499 to $856; assistant postmaster, $238 to $642; cashier, $571 to $856; secretaries, $404 to $856; letter carriers (city), $214 to $357 and $14 to $57 for quarters; package carriers (city), $166 to $281; letter carriers (country), $154 to $214.

Casual employees temporarily engaged in the postal and telegraph department receive as wages from 47 to 90 cents per day.

## SAXONY.

The Saxony government officials are divided into three classes, higher, middle, and lower authorities. The higher authorities comprise the ministries, the evangelical Lutheran consistory, the chief accounting chamber and the highest district court. The middle authorities comprise the supreme courts (which, however, sometimes rank as higher authorities), the board of customs and taxes, the direction of the State railways, the principal political divisions of the kingdom of Saxony, of which there are four, the veterinary board, the fire insurance board, and the land insurance office. The lower authorities comprise district courts, subdivisions of the political divisions, of which there are twenty-seven in the kingdom of Saxony, and the police direction of Dresden.

1. The official hours of labor for the higher and middle authorities are seven, for the lower authorities eight. The counselors of the higher and middle authorities and also the higher judges are not bound to certain office hours. They do most of their work at home and only go to their offices for a couple of hours, from 11 a. m. to 2 or 3 p. m., every day for lectures, conferences, meetings, etc.

In case of necessity every Government employee, with fixed salary, can be called upon to perform official work outside of the usual office hours without receiving additional compensation.

2. An interval for lunch is allowed almost universally, of three hours for the higher authorities, two to three hours for the middle authorities, and two hours for the lower authorities. This interval is from 1 to 3, 1 to 4, or 2 to 5, p. m.

The beginning and closing of the day's labor varies according to the season. During the summer term, April to September, the hours are from 8 a. m. to 6 p. m. During the winter term, October to March, the hours are from 9 to 7. These hours, however, are not universal, as there is some variation among the different departments. Some have a continuous session from 9 to 3 or 4 without intermission for lunch. A number of accounting offices are closed to the public one hour before the official close.

3. Besides Sundays, the offices are closed on the evangelical Lutheran holidays, such as Easter Monday, Whit Monday, Christmas and the day after, New Year's Day, Epiphany, Ascension Day, Good Friday, and the two "Busstage" (repentence days). Employees of Roman Catholic confession are granted leave on important Roman Catholic holidays, as far as practicable. All these holidays are allowed with full pay.

In the offices of the general director of the railways and of the chief administration a small number of employees are present on Sundays and holidays to attend to whatever urgent business there may be. For this work the employees relieve each other in turns. At small railway offices the amount of Sunday and holiday work depends on the traffic, and this work is also divided among the employees.

Sick leave with pay is allowed for one year, and after that if there is prospect of recovery additional leave to the extent of a year is allowed at seventh-tenths pay, but if there is not prospect of complete recovery the employee is put on the retired list and pensioned.

In cases of slight indisposition a report to the superior officer is sufficient, but if recovery is delayed a certificate of the attending physician must be produced, which must also state to what extent complete recovery is probable.

4. Leaves of absence with pay are granted to the chiefs and assistant chiefs of departments for four weeks, and to office clerks for two to three weeks according to rank and age. This leave may be taken at any time, except in the judicial department, where it must be taken between July 15 and September 15. Leaves extending over four to six weeks must be sanctioned by the respective ministry. If a leave for over two months is requested, only one-half of the pay is allowed for the third month. In case the leave extends beyond three months the total suspension of pay is in the discretion of the superior authorities.

If an employee deserts his post without leave, or is absent for a longer period than his leave entitles him to, he loses his pay during the time he is absent without permission, unless he can give satisfactory excuse.

5. The employees are paid on the first of each month, but some subordinate railway employees are paid semimonthly.

6. Appointments are usually revocable during the first two years, during which time the employee can be discharged. If discharged he is entitled to one-half of his annual pay, counting from the day of his removal. After two years' service the appointment is regarded as permanent, unless special provision for removal has been made. All judicial appointments where technical knowledge is required are permanent from the first. Indeed, practically all appointments to positions requiring superior scientific education are permanent as soon as the prescribed examination has been passed.

It is within the discretion of the authorities to engage employees upon quarterly notice for such work as does not require special scientific education. All office clerks and lower officials are thus appointed, and when so employed may be removed at any time without being granted extra compensation or pension, but after twenty-five years of uninterrupted service, or if in the meantime promoted to more responsible positions, such as secretary, registrar, or accountant, their positions become permanent.

All Government employees at the age of 65 or after forty years' service are entitled to the benefit of the retired list. If an employee who has attained the age of 65 does not make application for the pension he is entitled to, the authorities can otherwise dispose of same. An employee who has not reached the age of 65, but who has served ten years, or in case of exceptional merit even less, may receive the benefit of the retired list if through physical or mental weakness he is unable to perform his official duties, but only the lowest pension rate can be allowed in such cases. If an employee does not apply for retirement under such circumstances, it is within the discretion of the appointing authorities to retire him. If complaint is entered against such an act of the appointing authority, the case is submitted to the proper ministry or, if the ministry be the appointing authority, to the board of united ministries. If unfitness for service is caused by accident, the lowest pension rate is immediately allowed.

The time of service of an employee in the army or navy is added in calculating length of services for payment of pension, except that military service before the age of 18 is not counted, unless such service was in time of war. The time of the duration of the war is counted as twice the period of service to those who actually came in contact with the enemy.

7. No pension is allowed until after ten years of service, and in calculating this pension the proportion of active salary allowed is 30 per cent until the fifteenth year of service is reached, after which 1 per cent is added for each additional year until 32 per cent for seventeen years' service is reached; then 2 per cent is added for each additional year until 48 per cent for twenty-five years is reached, then 3 per cent for each additional year is added until 69 per cent for thirty-two years is reached, then 2 per cent is added for each additional year until 75 per cent for thirty-five years is reached, when 1 per cent is added for each additional year until 80 per cent for 40 years' service is reached, which is the maximum pension.

If the active salary exceeds 12,000 marks, only one-half of the surplus sum is considered when calculating the rate of pension. The prescribed rate of pension can be increased in case of accidents met with during service. A higher pension can be allowed in certain exceptional cases when the pension does not exceed 2,000 marks per annum, but this increased pension can not exceed 8 per cent over the active salary upon which the rate of pension is based. This rule applies to employees who, through accident, are disabled before completing ten years' service.

8. A pensioner can not engage in business without forfeiting his pension. An active employee can not engage in other business without first obtaining permission; nor can he become an officer of any corporation without first obtaining permission, and such permission can not be granted if the office sought would be either directly or indirectly remunerative. A Government employee can not allow his wife or any other person connected with his household to engage in business without first obtaining permission from the authorities; nor can he accept presents relating to his official work without similar permission.

9. In order to enter the Government service application is made to the 'Ministerium' of each department (represented by the several heads of bureaus presided over by the minister), which appoints at first generally to the lowest grades. Promotion to the middle and higher authorities or grades is made from the lower grades. Only the employees of the chief accounting chamber and those of the State archives are appointed by the "Gesammt-Ministerium" (whole body of ministers) from the employees of other Government departments.

Appointments to the following offices can only be given those who have passed a legal examination which qualifies them to act as judges:

The offices of the higher tribunals, the judges and assistant judges in the supreme and district courts, the states' attorneys, the counselors in the ministries, the presidents and counselors of the "Kreishauptmannschaften," the board of customs and taxes, the chiefs of the principal tax and customs offices, the president and coun-

selors of the chief accounting chamber, chiefs and assessors of the "Amtshauptmannschaften," the commissioners of the State lottery, the director general and part of the counselors and assistants to the general direction of the State railways, the president and part of the counselors to the "Evangelisch-lutherisches Landes-Consistorium" (highest church authority), the presidents and members of the land insurance office, the president and part of the assistant employees to the Government insurance office, and the president, counselors, and assistant judges to the police direction at Dresden.

Qualification for the office of judge is dependent upon the passing of two "Staats-Examen" (State's examinations).

The first examination must be preceded by a course of study of at least three years at a university. Between the first and second examinations preparatory services for a period of at least four years must be rendered by the candidate in court offices, law offices, or in the offices of the administrative authorities. During this period of preparatory services usually no compensation for work is allowed by the court of administrative authority; only in exceptional cases a temporary salary of 1,200 marks per annum is allowed. The actual appointment in the Government service is only made after the second "State's" examination, and only then when suitable vacancies are at hand. The title of "Referendar" is given during the preparatory services referred to, and that of "Assessor" after the passing of the second examination.

Candidates for employment in the Government service for civil and mechanical engineering are required to pass one preliminary and two principal examinations. The appointment of mechanical engineers in the higher technical State railway service requires, in addition to the aforesaid examinations, the examination of engine driver. Admission to the aforesaid three examinations is dependent upon the diploma of a "Gymnasium" (high school) or "Real-Gymnasium" (preparatory school for polytechnic high school). The preliminary examination must be preceded by two years of study. Candidates for mechanical engineering must study for three years before they are admitted to this examination. The first principal examination must be preceded by another two years of study after passing the preliminary examination. The second principal examination must be preceded by practical work for a period of not less than three years for building and construction engineering. For mechanical engineering two years' practical work is sufficient for admission to the second examination.

The studies can be pursued in the Polytechnic High School at Dresden or in such institutions outside of the kingdom of Saxony as may be declared suitable by the ministries of finances and of the interior.

Candidates for the State forestry service must pass a State's examination, having previously obtained a diploma from the Royal Academy for Forestry at Tharandt and done practical work on a State forest quarter for a period of not less than three years. After passing the State's examination the candidate receives the title of "Forstassessor" until he is appointed to a regular office. For the lower grades in the forestry service (forest keepers, guards, etc.) an apprenticeship of three years and the passing of the apprentice examination are required, this to be followed by a service of five years as quarter assistant and a second examination.

The higher officials at the Government mining and smelting works receive their technical education at the Royal Academy for Mining Engineering at Freiberg, and must perform practical work in mines and smelting works for a number of years before obtaining an official appointment.

Candidates for appointment as officers of the customs (when the legal training above referred to is not required) must have a diploma of a "Gymnasium" or "Real-Gymnasium" and have served for a period of three years in a customs office. The officers for the collection of revenue and direct taxes are divided into two classes:

*(a) The district* tax counselors as superintending officers; and

(*b*) The district tax collection officers, who are subordinate to the above and are not required to be academically educated.

A number of technical assistants for all work incident to the taxation of land are placed at the disposal of the district tax collection offices. These men are called land surveyors and assistant land surveyors. They are required to pass a special technical examination, and they are under the immediate control of the district tax counselors.

A class of employees called trade inspectors have control of the regulations prescribed by the police for factories; it is also the duty of these officers to inspect steam boilers. Skilled practical men are selected for this work who are not required to pass an extra examination.

The directors, department inspectors, and assistant inspectors in workhouses and penitentiaries, are generally retired military officers.

The office, cash, and accounting clerks in the Saxon government service are divided into four groups:

(*a*) Higher employees, such as chiefs of treasury and accounting offices, chiefs of record and bookkeeping offices, chiefs of treasury administration offices, chief secretaries of the higher authorities, etc.

(*b*) Secretaries, or chief clerks.

(*c*) Assistant clerks.

(*d*) Junior clerks.

Until recently special education was not required for the above-mentioned appointments. Such employees generally received their training as record clerks in the offices of attorneys, notaries, etc. Since the 1st of May of the current year (1893) it is obligatory, for promotion to the rank of "bureau assistant" (Office assistant), for the applicant to pass a special examination and to have the diploma of a "Realschule," or certificate of promotion from the lower to the upper second class in a "Gymnasium." For promotion to the higher positions in the record and accounting offices, a second examination, called secretary examination, is required. No special training is required for the position of junior clerk.

The following are generally men selected from the army: Police inspectors; chief gendarmes, sergeants; chief tax and chief customs inspectors; the collectors of customs at subordinate custom-houses; sergeants, guards, and superintendents in workhouses, penitentiaries, and prisons; chief conductors, conductors, baggage masters, brakemen, porters, guards, etc., at the railroad; the guards in museums and galleries; the lower employees for road, street, and waterway, construction guards, messengers, etc.

10. Females are employed for such work as is especially suitable to them at salaries lower than are paid to men for the same work. They are employed in the hospitals, sanitary and charitable institutions, and at the penitentiaries for females.

The salaries of Saxon government employees have been revised and recompiled since 1892, those of the chief classes nearly corresponding to our own, and are (per annum) as follows:

Ministers of state, 26,000 marks[1] and 4,000 marks for rent; presidents and chiefs of departments, 13,200 to 15,000 marks; counselors and attorneys, 6,600 to 10,200 marks; commissioners and directors, 7,500 to 9,300 marks; superior judges of the highest district court, 10,500 to 12,300 marks; legal assistants, 2,000 to 4,800 marks; assistants to minister of the interior, each, 8,400 marks or less; trade inspectors, 3,900 to 5,700 marks; assistant trade inspectors, 2,100 to 3,900 marks; director of the statistical bureau, 4,800 to 5,400 marks; assistants to same, not over 4,500 marks; assistants to minister of finances, 8,400 marks; chief treasurer and chief bookkeeper, each 6,900 to 7,500 marks; paymaster, 5,400 to 6,000 marks; chief of the mint, 3,000 to 4,200 marks; general director of customs and taxes, 12,300 marks; counselors to the above, 6,000 to 8,400 marks; judicial assistants to above, each not over 6,000 marks;

[1] A mark equals 23.8 cents.

chiefs of principal custom-houses, 4,800 to 6,600 marks; chief comptrollers, 4,200 to 4,800 marks; accountants in principal custom-houses, 3,600 to 4,800 marks; auditors in principal custom-houses, and chiefs of subordinate custom-houses, 3,000 to 4,200 marks; chief customs officers at frontier, 2,700 to 3,900 marks; assistants and receivers of customs, 1,800 to 3,300 marks; chief customs inspectors, 1,650 to 2,550 marks; chief frontier inspectors, 1,650 marks; customs and frontier inspectors, 1,350 to 1,650 marks; paymaster at the ministry of finances, 4,800 to 5,100 marks; chief comptroller of the treasury, 4,200 to 4,800 marks; assistant treasurers and assistant paymasters at the ministry of finances, 3,600 to 4,800 marks; chief secretaries, 4,200 to 4,800 marks; special secretaries, bookkeepers, and cashiers, 3,900 to 5,400 marks; chiefs of bureaus, chief accounting chamber, 4,200 to 4,800 marks; auditors, chief accounting chamber, 3,600 to 4,200 marks; railway cashiers, 3,900 to 4,500 marks; secretaries at the railway, 3,300 to 4,500 marks; assistant cashiers and secretaries (railway), 2,400 to 3,300 marks; bureau assistants at the railway, 2,040 to 2,280 marks; clerks of the first grade, 2,400 to 3,600 marks; clerks of the second grade, 1,600 to 2,400 marks; clerks of the third grade at above offices, 1,300 to 1,500 marks.

No increase of salary is allowed on account of old age or length of service, except in the railway service. Station inspectors and freight superintendents of first grade, and the secretaries, are allowed each an increase of 300 marks every four years of continuous service; station inspectors and freight superintendents of second grade, each 240 marks every four years; station inspectors of third grade, and ticket sellers, each 180 marks increase every four years; technical traffic assistants, 180 marks increase every three years; station assistants of first grade, 120 marks increase every three years; conductors, assistant station masters, bureau and treasury messengers, supply distributor, 90 marks increase every four years; and railroad guards, 60 marks increase every four years.

Every Government employee who violates the duties of his office or who, through his behavior, shows himself unworthy of the dignity and the confidence which his position requires, is subjected to the following punishments: (1) Reprimand; (2) fine, not to exceed the amount of one month's pay; and (3) discharge from service.

Reprimands can be accompanied by a fine. The extent of the punishment depends upon the gravity of the offense committed and the record of the employee. An employee can be dismissed from the service if he becomes bankrupt, or if the condition of his finances be such as to injure the reputation which his position demands. Reprimands and fines can be inflicted by the appointing authority. Appeal can be made to the presiding ministry against such punishments.

Discharge from the service can only be decided upon by the "Disciplinar-Gericht" (disciplinary court). This court is divided into court of first instance, called "Disciplinar-Kammer," and court of second instance, called "Disciplinarhof."

The proceedings at both courts are verbal and public. Publicity can be avoided upon application of the defendant, or restricted to a certain number of persons, provided the reasons submitted are found satisfactory. In such cases the trial is made in secret session. A preliminary investigation must always precede the trial at the "Disciplinar-Kammer." A judge is appointed by the "Disciplinar-Kammer" in each case for this purpose. The result of the preliminary investigation must be submitted to the ministry, which has the right to suspend the proceedings or punish by reprimand or fine.

The revival of suspended cases is only permitted upon fresh charges, and within a period of five years from the date of suspension. If a disciplinary punishment has been inflicted the case cannot be reopened. If the case is referred to the "Disciplinar-Kammer," the attorney must submit the motion for discharge from the service, giving sufficient and satisfactory reasons.

The defendant has the right of appeal against the verdict of the "Disciplinar-Kammer" within a period of ten days after the publication. The case then goes *before the "Disciplinarhof,"* whose decision is final.

No fees are charged; only the cash outlays must be paid for. All expenditures incident to the decision of such cases are covered by the appointing authority. If a motion for discharge from service is not passed upon by the "Disciplinar-Gericht," the ministries still have the right to reprimand or fine at their discretion. The proceedings are suspended immediately if the defendant applies for discharge from the Government service, renouncing title, salary, and pension. A Government employee who has been discharged from his post loses title, rank, and also claim upon pension, but not the capability of being appointed to some other Government position.

If the discharged employee seems deserving of charity, the ministry may grant him a small pension, or his family an annual allowance. This pension or allowance must, however, not exceed one-half of the pension rate which would have been granted the discharged employee according to the length of his service.

An employee is temporarily removed from his office if, first, legal proceedings entered against him have caused his arrest; and second, if a judicial investigation is made against him for crime or other grave offense. During his temporary discharge one-half of the active salary is withheld; this half must be refunded if the accused is acquitted or the trial discontinued.

The payment of pension may be discontinued if the pensioned employee commits a crime or is found guilty of an offense which forfeits his right to hold a public office or his honor as a citizen. The verdict as to the suspending of payment of pension is pronounced by the "Disciplinar-Gericht." The pensioner thereby loses his title and rank. The proceedings are the same as against active employees.

Title and rank can be withdrawn from a pensioner at any time by the ministry if he through his behavior shows himself unworthy of general respect. In such cases the pensioner is given an opportunity to retrieve his position. Appeal can be carried to the board of united ministries against the decision or verdict of one of the ministries.

All railroad employees, from the railroad secretary downward, the clerks of third grade, assistant overseers, guards, and nurses, are not classed as regular Government employees. These employees are all appointed subject to notice of removal, which is one month for lower and three months for higher grades, and are not allowed the privileges of extra compensation or pension (except in certain cases guards and nurses), nor are they subjected to the disciplinary regulations, but are simply discharged. They do not receive their pay in advance on the first of each month, as the regular exployees, but at the end of the month.

The employees of the third grade (such as messengers, attendants, guards, etc.), are usually promoted to be regular Government employees, after having performed satisfactory services for several years.

It may further be mentioned that in a good many offices of the lower authorities, besides the regular clerks, a number of young people are employed, mainly for copying and record work. Their pay can not exceed 1,100 marks per annum. They are subject to monthly notice. In some cases they are paid at the rate of 30 to 40 pfennigs per sheet of writing. The respective ministries allow a limited sum to cover such expenses, which can not be exceeded. Such occupation is considered preparatory for the career of a regular Government employee.

The employees of the ministry of war and of the military authorities under it are imperial, and come under the General Imperial Government at Berlin. The control of the post-office and telegraph is likewise directly under the Imperial Government.

BAVARIA.

1 and 2. Seven or eight hours constitute a day's work in the district and royal Government, the hours being from 8 or 9 a. m. to 1, and from 3 or 4 to 6 or 7 p. m. The city offices are open from 8 to 12 and from 2 to 6. There is thus an interval of from two to three hours between the morning and afternoon work.

3. There are sixteen church holidays which are allowed by the State with pay. Sick leave is allowed with pay on a certificate from an official physician.

4. The annual vacation with pay is two weeks for the ordinary employees, and as high as six for those in the higher positions.

5. Payment is monthly.

6 and 7. Appointment is for life. The retired list can be taken advantage of only at 70 years of age, when the pension equals the salary at the date of retirement. Under special circumstances the appointing power may permit of the person's retiring before the age of 70. If such retirement should take place during the first ten years of service, the pension would be seven-tenths of the salary; if during the second ten years, eight-tenths of the salary; if after this and before 70 years of age, nine-tenths.

8. A pensioner may engage in business without forfeiture of pension.

9. The civil service is treated as a life employment, and very exacting examinations and a careful system of education must be followed out before it can be adopted by anyone. The examinations are conducted by professors of the university and high officials of the State service. The candidate must first have passed through (1) the Latin school, (2) the "Gymnasium," and (3) the university, and then have spent three years in the service without salary, so as to have become practically familiar with its rules.

10. Women are not employed.

The civil service is divided into twelve classes, the first of which includes the various ministers of the Government, and the salaries range downward to between $400 and $500 per annum. In each case, however, there is an allowance for rent of $45 in the lowest grades, ranging up to $180 in the highest grades. Length of service is of itself a ground for increase of compensation. Every employee has at different times during his first twenty years of service four or five rates of compensation, the increase being an increase every four or five years until the twentieth year of service is past. After twenty years of service there is no further increase of salary.

The salary of the minister of foreign affairs is $4,950, in addition to which he receives $180 for rent and $4,050 representation money.

The salary of the minister of war is $7,500, in addition to which he is furnished with a residence and fuel and feed for eight horses.

The salaries of the ministers of justice, interior, finances, church and school matters are $4,950, in addition to which each minister receives $180 for rent and $1,350 representation money.

The two highest judicial positions have salaries of $3,150, with $180 additional for rent.

The State counselors, the general director of the railroads, the presidents of the eight district governments of Bavaria receive each a salary of $3,000, with $180 additional for rent.

Ministerial directors, various judges, and other officials receive salaries of $2,250, with $180 additional for rent.

## FRANCE.

In extended and elaborate reports made in 1867 and 1868, Hon. Thomas A. Jenckes, of Rhode Island, chairman of the Joint Select Committee on Retrenchment of the House of Representatives, embodied not only the views of a large number of officials in the service of the United States, but detailed descriptions and discussions of the systems of Great Britain, Germany, Prussia, France, and China. One of the reports of the English commission was included complete, with a historical sketch, instructions to candidates, and specimen examination papers. Edouard Laboulaye's essay on "Education and the administrative system of probation in Germany" was translated for it, and Mr. John Bigelow, consul at Paris, supplied an account of the French service. This afforded material for the comparative study of our own methods in the civil service and those of other countries.

In Mr. Bigelow's report to Mr. Seward he states that all of the officers below the minister of finance have to commence their career of service as clerk in a bureau. To this there are no exceptions. The then director-general had passed through all the grades. "No political influence or favor, no revolution in the Government, interferes with this law of promotion. Every six months from the day a man enters the service until he leaves it, a careful record is made of every change in his conduct calculated to affect his value as a public servant. He is judged and reported upon every year or two by different persons, so that he never can be for any considerable period the victim of unjust prejudice, or the object of undeserved partiality. Officers who make these reports are rendered cautious in their judgments by the risk they run of having them received each successive year by officers of a higher grade and of more consideration, as the subject of them is promoted. These records remain as testimony not only for or against the officer reported upon, but for or against the fairness, the discrimination, and the vigilance of the officers reporting.

"Thus every official phase of every man's career in the revenue service of France for nearly a century can be turned to and verified at a moment's notice, and the judgment of his superiors brought to a test which furnishes the highest possible guarantee against prejudice and favoritism. Thus the faithful servant of the Government is secure, not only of a permanent position that can not be seriously affected by any political vicissitudes, but he also has a prospect of promotion according to his merits, depending in the least possible degree upon political influence and personal favor. For this security he can afford to accept comparatively moderate compensation. The emoluments of a French revenue officer are scarcely half what are enjoyed by officers of the same grade in the United States. * * *

"Such is the system by which France trains a class of picked men for her revenue service from their early manhood; profits by the labor of the best years of their lives, and by all the experience and skill which they possess and acquire during the twenty or thirty years they are in her employ, by a well-digested system of compensations and discipline; contrives to weed out all who prove unprofitable, and, at an expense far below what the same service could be procured for any private business, to provide herself with a corps of from 20,000 to 30,000 men remarkable in every respect for their intelligence, their efficiency, and their fidelity.

"I have been at particular pains to inform myself in regard to the fidelity of the service, and what, if any, kind of corruption prevailed in any of its departments. I was assured by Mr. Masseron that such a thing as fraud or corruption of any kind was almost unknown. * * *

"Its greatest merits consist—

"(1) In the perpetuity of the tenure of office, by virtue of which the country profits by the accumulated skill and experience of its servants.

"(2) Its system of promotion secures the most competent and faithful men for the higher and more responsible grades of service.

"(3) It takes only young men into service, and thus secures to the State the benefit of their service during the best years of their lives; and

"(4) It guarantees to them a constantly improving livlihood and, in case of accident, provision for their families, upon terms which furnish the incumbent a constant inducement to do his duty faithfully, and to render distinguished service when an opportunity is offered to him, and in turn secures that service to the State at very advantageous rates.

"Unhappily, I fear, none of these advantages can be grafted upon our system of quadrennial changes in the Administration. The whole value of the French system depends upon the permanent tenure of the service. The moment that is rendered insecure the whole fabric crumbles to pieces; and unless some method can be devised by which those who enter the subordinate departments of the United States Government can be guaranteed a similar permanence, we must pay much higher salaries,

get very inferior service, waste our experience, and, withal, fall a prey to the infinite brood of frauds which inevitably result from the constant conflict between interest and duty which our execrable practice of mutation in office engenders."

At page 174 in the report of May 14, 1868, stating the general principles respecting admission to the French civil service, it is stated that the special schools were most fertile in supplying the State with able public officers. These were the various polytechnic and military academies, the naval academy, the normal school for teachers, the school of forests, of charts, of foreign languages, veterinary school, etc. In most of the branches of the revenue, customs, and treasury service, candidates were subjected to repeated examinations, and that in many of the branches of the public service candidates must possess diplomas attesting to their efficiency in law or in literature. The probationary system existed to which young men were put in apprenticeship under the name of pupils, auditors, supernumeraries, attachés, aspirants, or auxiliaries. In all cases the term of probation was subordinate to the relative merits of the candidates. There was a system of consular pupils in successful operation since the times of Louis XIV. Promotion was dependent in some cases upon probation, in others upon examination, and in others upon the report of superior officers. However, in the army, in the public works, in the mining department, the university, and the financial bureaus, offices were reserved only for those who had commenced to serve from the lowest grade. It was stated that on the whole there were few persons occupying public offices in France, excepting the diplomatic service, who had not proved their competence by examination or by authoritative testimonials. The most stringent inquiries were made into the integrity, good morals, and upright character of the candidates.

The following is an extract from Delandre, Traité Practique des Douanes, Paris, 1858:

Every demand for the degradation or dismission of an employee should be the subject of a report drawn up by the proximate superior of the accused person. This report, backed by the opinion of the intermediate heads, is transmitted to the director by the inspector of divisions, who accepts their conclusions only after a thorough examination, and after having heard the defense of the accused. If the latter is to be degraded or dismissed, the notice conveying this decision sets forth the grounds of such action, in order that he may be well informed of the cause of the proceeding against him, through a duplicate remitted along with the notification. All documents important to the understanding of the affair, especially the interrogatories (which must always be reduced to writing), should be arranged in a file by themselves.

The director ought to be acquainted with the kind of work performed by each person under his control. His previous consent is necessary to any changes among employees of the same grade when their effect is the acquisition or loss of any advantage; and he may always rectify proceedings adopted by the heads, even within the limits of their legitimate authority.

The following is an extract from a report (No. 886) made to the Fifty-third Congress, third session, by the Senate Committee on Foreign Relations:

The French consular service is composed of—

| | |
|---|---|
| 40 consuls-general, at a salary each | $3,600 |
| 50 consuls of the first class, each | 2,800 |
| 80 consuls of the second class, each | 2,000 |
| 100 vice-consuls | 1,400 |
| 24 pupil consuls | 800 |

The conditions for admission to the diplomatic and consular service of France are prescribed in a decree of October 15, 1892, and, to show how important France considers its foreign service, attention is called to the fact that over thirty decrees have been issued since 1880 tending to perfect the system.

The pupil consuls are appointed by the minister of foreign affairs. They can only be drawn from the body of attachés on probation who have passed a competitive examination for admission into the service and who have served not less than one year in the home office.

Before being assigned to a diplomatic or consular post they are required to spend at least one year at one of the principal chambers of commerce, where they are to acquire a thorough knowledge of the methods and needs of commerce, and whence they must send the minister periodical reports on the trade of the district. After three years of service, half of which time must be rendered abroad, the *pupil consul* becomes eligible for vice-consul, and after a service of three years in each subsequent *grade he becomes eligible* for promotion to a higher one.

Candidates for admission in the French diplomatic and consular service must be under 27 years of age and must have taken a collegiate degree in law, science, or letters, or must have passed certain other examinations, or be the holders of commissions in the army or navy.

The examination for entrance into the service is either written or oral, as may be required.

The written test consists of a composition on public and private international law and a translation into French, from English and German, which is dictated. Those candidates who aspire to the diplomatic career are to write also a composition on a subject of diplomatic history that occurred since 1648; those destined for the consular service must write a composition on a subject of political economy or of political and commercial geography.

Those whose papers are sufficiently creditable in the opinion of the examiners to warrant their going any further are then subjected to a public oral examination on public and private international law, political and commercial geography, political economy, and a conversation in English and German. Candidates for the diplomatic career are further examined orally in diplomatic history since 1648, and candidates for the consular service are examined on maritime and customs laws.

The French foreign service is under very strict discipline and for misconduct or inefficiency there are the following penalties:

(1) Reprimand.

(2) Withholding a part of the salary, not exceeding one-half thereof and not for a longer period than two months.

(3) Suspension from the service without salary for two or more years.

(4) Dismissal.

The last three penalties are imposed by the minister of foreign affairs, with the consent of the council of directors, and after a written or oral hearing of the party under censure.

In addition to their regular salaries, the French consular officers are entitled to traveling expenses and allowances for house and office rent, and for entertaining where it is necessary.

Such a course of training and discipline must produce thorough efficiency; and the generous rewards given for faithful and profitable service must encourage a good class of men to adopt such employment as a profession to which all their energies and abilities are industriously devoted. The permanency of employment, during good behavior, gives confidence to the officer and constantly increasing benefit to the Government.

1. Seven hours usually constitute a day's work. In the judicial and agricultural departments, six hours; in the foundries and shops of the war and navy departments, nine hours, and in the active service of the department of railways, posts, and telegraphs, ten to twelve hours are required. The seven-hour rule applies only to subordinates. The chiefs remain much longer.

2. Office hours are generally from 9 a. m. to 6 p. m., with two hours for lunch. In some offices, the hours are from 10 or 11 a. m. to 5 p. m., with no interval for lunch. In the arsenals, foundries, war and navy departments, the hours are from 6 or 7 a. m. to 4 or 5 p. m., according to the time of year.

3. Holidays allowed with pay are, besides Sundays, New Year's Day and the National holiday, July 14. In some departments, the following are also considered holidays: Mardi Gras (Shrove Tuesday), Mi-Carême (Mid Lent), Ascension Day, Easter Monday, Pentecost Monday, Assumption Day, All Saints Day, Christmas. The ministry of each department has the right of granting extra holidays with pay.

Three months' sick leave is allowed with full pay and three months with half pay. Under exceptional circumstances the minister has the right to extend these limits by special decree. A certificate from a regularly commissioned physician is required as evidence.

In the department of railways, posts, and telegraphs, the rule is as follows: In case of sickness employees who have been five years in the service are granted three months' leave on full pay; five to ten years, six months; and ten to fifteen years, nine months. Those who have served more than fifteen years can claim one year's leave, if unable to perform their duties. When the length of service has greatly exceeded fifteen years, fifteen to eighteen months may be granted in exceptional cases. At the end of that time, if the illness still continues, the employee is put on the "unattached" list, and is paid a part of his salary (from two-thirds to three-quarters), and this continues for two years, sometimes longer. Eventually, however, he is placed on the retired list, and receives a pension.

An annual vacation of fifteen days is allowed. If an officer has taken no extra days during three years he is allowed one month. These vacations are not of right, *but except under peculiar* circumstances are always allowed.

5. Salaries are generally paid monthly. Laborers in the Government factorie paid weekly.

6. The offices are permanent. Employees can be discharged for cause, but after investigation and in accordance with certain regulations. Officials appoi under a commission signed by the President can not be removed without a d signed by him, which is issued after inquiry and at the request of the minist whose department the official belongs.

There is a retired civil list. As a rule the employee may be retired at 60, and thirty years of service, though there are exceptions. The Government may r in active service an official who has reached the age of 60. The law on the su is rather complicated.

7. Each employee entitled to claim a pension after the years of active se fixed by law has five per cent deducted from his annual salary. The first mon his salary, when appointed for the first time, goes also to the retiring fund.

As a rule an employee is entitled to a pension amounting to the sixtieth part c average salary during the last six years multiplied by the total number of yea active service. The pensions, however, can not exceed the following amounts francs for a salary of 1,000 francs; two-thirds of a salary from 1,001 to 2,400 fr 1,600 francs for a salary from 2,401 to 3,200 francs; one-half of a salary from 3,2 8,000 francs; 4,000 francs for a salary from 8,001 to 9,000 francs; 4,500 francs salary from 9,001 to 10,500 francs; 5,000 francs for a salary from 10,500 to 1 francs; 6,000 francs for a salary above 12,000 francs.

Fuller information as to this will be found in the extracts from the law g below.

8. A pensioner may engage in private business without forfeiture of pension he receives another public appointment he is still entitled to the pension, b that case it can not exceed 1,500 francs. If he is reappointed to the same offi held before being pensioned the pension is suspended.

9. Admission to the service is usually through examination, and the admi is always, at first, temporary. After one or two years of such temporary se the minister decides whether the employee is to be discharged or placed o permanent list. A minister can appoint an outsider to the higher offices o department, but only under exceptional circumstances. Usually they are fille promotion.

10. Females are not employed in any of the public departments except department of education, and in the postal and telegraphic service. Owing t resumption by the State of the telephone service, women have been admitte that service. Their salaries are the same as are paid to men for the same cla work, but they are confined to the lower grades of the service, where the sal range from 800 to 1,800 francs. The ratio of women to men is about 1 to 8.

An employee may be pensioned at 65 years of age and after thirty years of ser An employee incapacitated on account of infirmity may receive a pension wit regard to age, if he has rendered at least ten years' service. An employee suff from infirmity resulting from the exercise of his duty, and unable because of infirmity to continue in the service, may be pensioned, no matter what his age, has been five years in the service. An employee is entitled to a pension—wit regard to age or length of service—who, by reason of wounds or accidents susta in the performance of duty, or who, in the exercise of such duty, may have incapacitated for continuing his work or for resuming it afterwards.

The pensions of those placed on the retired list are liquidated at the rate of sixtieth of the average salary for each year of service during the last five y The law enumerates certain positions for which the pension shall be based upon fiftieth of active salary for each year of service, instead of one-sixtieth.

In the case of accidents or wounds the pension is calculated at the rate of *fourth of the latest* salary, increased by one-sixtieth for each year of servic

excess of five. If the employee has given, at the time of the accident, proofs of courage or extraordinary fidelity, the pension may be raised to one-third of his maximum salary, independently of the years of service in excess of five.

No pension may exceed three-fourths of the salary on which it is computed, nor a sum of 7,500 francs. The maximum is fixed at 5,250 francs for responsible officers or employees. In every case where a pension does not reach 300 francs it is raised to half the amount of the salary.

Laborers disabled or infirm, when they are no longer able to work, receive an "aid," limited to one or several years, or else a pension from a special fund contributed by the employees themselves, with the intervention of the public treasury, notably in the form of a subsidy. His claim is insured by a contribution of at least five months. This relief is set at 25 per cent of the last wages upon which the stoppage was made, if less than 2 francs; and at 20 per cent if 2 francs or more. It may be increased by 2 per cent for each year of admissible contribution over and above five; not to exceed 75 francs per quarter nor to fall below 45 francs. In calculating for the increase no account is to be taken of any period of less than six months, but a period of six months or more is counted as one year.

The relief is limited to one year and can not be renewed for a second year, except in case the associate or laborer can enforce his claim by at least seven years of contribution already paid into the fund. The second relief sum is granted without increase.

The provisional laborer and apprentice disabled from all work because of accident sustained in the service may be admitted to the annual aid list, without regard to the duration of his contribution to the fund. This relief sum is 25 per cent of the last wages on which the stoppage was effected. It is renewable for a period equal to the duration of the admissible contribution, but decreasing 2 per cent yearly, without ever falling below 15 per cent or 20 francs a quarter, or exceeding 60 francs for the same period.

The absolute capacity to work is attested, as far as possible, by two consulting physicians. The commission may supplement this attestation by an additional inquiry, and may require the employee to appear and submit himself to further examination by other physicians.

The dates of entrance to the enjoyment of the rights of "annual aids" are determined by the same conditions as pensions.

## PENSIONS.

There can only be admitted to the pension fund—

(1) Such employees as are shown to be incapacitated by infirmity from the performance of their duties, if they shall be able to show a contribution to the fund for at least ten years, may be placed on the pension list at the charge of the fund.

(2) Such employees as, by reason of accidents sustained in the execution of duty, have been prevented from continuing, or afterwards resuming said duties. In this case, the pension is theirs by right, whatever their length of service may be.

Any employee having attained the age of 60 years who, although he may not be suffering from permanent disability, feels that his health is not sufficiently strong to permit him to perform the duties of his position with activity and vigilance, may be placed on the retired pension list. If, under like circumstances, the department places him in a position where the labor or duties are better fitted to his physical condition and in consequence it should become expedient to reduce his wages, his pension or further aids as well as stoppages are based upon the highest rate of pay of which he has been the recipient.

Absolute disability must be attested by two consulting physicians other than the regularly attending physician of the employee, before a meeting of the commission, or at the home of the person interested if he is not able to attend in person. In the latter case the physicians are accompanied by one or two of the delegates of the commission.

In liquidating pensions and yearly relief sums, the time of contribution arising from services rendered before the age of 18 years is not considered.

When the employee or provisional laborer has passed the limitation age at the time of his admission, or of his reinstatement—this last not having taken place within three years—there is deducted from the duration of his contribution a period equivalent to the number of years in excess of the age limit. These limits are, respectively, 30 and 28 years. Such deduction, however, may not exceed five

years. For an agent admitted with exemption of age, this circumstance is not taken into account in calculating the duration of his contribution to the fund.

With the exceptions indicated below, pensions are calculated for the first ten years of admissible contribution at the rate of 20 per cent of the average pay on which the stoppage has been effected during the year next preceding his withdrawal, and 1½ per cent. for each year of contribution of an employee over and above ten years, without in any case exceeding 50 per cent of such pay and without going beyond an annual sum of 2,500 francs.

If an employee has been incapacitated for work in consequence of wounds received or accidents sustained while in the performance of duty, the pension is regulated by taking as a base one-fifth of the last salary upon which the stoppage was effected, increased by 1½ per cent of this salary for each year of contribution over and above five, without exceeding the maximum named above.

If the person interested has given, at the time of the accident, extraordinary proofs of courage or devotion, the pension may be increased to the extent of 10 per cent of the pay serving as the base of computation, but not to exceed 60 per cent of the same, nor to exceed an annual sum of 2,750 francs.

Application is not to be made in these two cases except the employee shall not be able to resume his labors or perform his duties continuously after such an accident—that is, during three consecutive months. Nevertheless, if it be duly shown that the incapacity for duty is the real and direct consequence of an accident, and that his work was resumed and performed continuously during three months or more, it has been determined by a special decision of the commission that such employee does not lose his acquired rights.

In all cases where a pension does not reach the sum of 180 francs, it is advanced to that amount. This minimum is increased to 240 francs in the case of the exhibition of extraordinary courage. When the pay, however, amounts to only 1 franc per day, at least, the minimum is fixed at one-third of the salary, and in exceptional cases it is increased to one-half of this salary.

Every laborer declared admissible to the rights of a pension or of an annual relief sum, ceases to receive temporary assistance, but a "waiting payment" is allowed him equal to three-fifteenths of his salary.

Pensions are calculated from three fortnights after the date when the employee ceases to receive assistance; or in default of assistance, immediately after he has ceased to receive his pay.

## SWITZERLAND.

1 and 2. The hours of labor in the bureaus of the Confederation and in the several Cantons are generally from 8 a. m. to 12 m., and 2 to 6 p. m.—eight hours daily for the six week days.

5. The officials and employees of the Confederation receive their salary monthly before the expiration of the respective months. In special cases desired advances are allowed.

6. The officials of the Confederation are elected for a period of three years. A provisional engagement for an uncertain time can precede the eventual definite engagement. The Confederation does not know of any civil pensions for its officials, but it aims, if, without their own fault, a decrease of their capacity occur, to give them suitable employment.

9. Each engagement follows after a public advertisement, in which the requisites are set forth. Generally a certificate of good behavior and the certificate of birth are required, as well as the satisfaction that the candidate possesses the necessary knowledge and capacity to fulfill the duties of the office. In certain instances an examination is required.

10. Female employees are only engaged in the post, telegraph, and telephone service. They receive the same salary as the males and are not called upon for night service.

### CANTON ST. GALL.

There are twenty-two Cantons or States in Switzerland, and their laws as to hours of labor differ. St. Gall, however, being an industrial district, its rules as to labor may be regarded as a fair sample of what prevails all over the country.

1. An official day's work for employees of the Government of the Canton of St. Gall consists of eight hours, which may be prolonged in case of necessity. The hours of labor are about the same all over Switzerland.

2. Office hours are from 8 a. m. to 12 m., and from 2 to 6 p.m.

3. Work done on holidays is not paid for extra, as the year's salary is supposed to cover such occasional demands.

In cases of short illness the pay continues, but if the illness is prolonged a substitute at the expense of the employee must be furnished. Medical certificate of attending physician is required in all cases of absence by reason of sickness.

4. There are no vacations established by law. In a few of the courts a month's vacation is allowed by custom, and it is not unusual in other departments to give a few weeks' leave of absence with pay. Legal holidays are New Year's Day, Second day of January, Good Friday, Easter, Easter Monday, Ascension, Pentecost, Thanksgiving Day, and Christmas. In addition to these there are eight half holidays.

5. State employees are paid at the end of each month.

6. Usually clerks and other employees remain in service during the period for which their chiefs have been elected, never less than three to six years; and as these chiefs are usually reëlected there is practically no limit to the time of service. The universal custom, and it has the force of law, is to make no removals at all, except for inefficiency.

Teachers are the only Government employees in this Canton who receive pensions. They receive them on account of sickness or inability to teach, provided they have served ten years. After forty years' service they are entitled to retire with pension.

All of these rules and laws as to cantonal Government employees vary in the different Cantons; but the principle of pensioning men and women who lose health or grow old in the public service is almost universal throughout the country. The list of employees receiving pensions from the General Government of Switzerland, however, is extended to many classes, including telegraph, post-office, and custom-house employees, etc.

7. Teachers receive about one-fifth of the active salary when retired.

8. A pensioner may engage in business, but if he can earn an amount equal to his active salary he forfeits his pension.

9. To receive employment in the public service the applicant must be in posession of full rights of citizenship—must never have been convicted of a crime—must never have been a bankrupt, and must not in any sense be dependent on charity. He must also possess a good character.

He must be submitted to special examination as to fitness for the place applied for.

No place can be filled before it has been publicly advertised, and all applicants given an opportunity to present themselves with their credentials.

10. In this Canton women have never, so far, been employed in Government positions, except as teachers. In the post, telegraph, and telephone departments of the Federal Government their employment is frequent. Their pay is about three-fourths of that given to male employees.

The salaries of some of the Government employees in Canton St. Gall are as follows: Member of high council, 6,000 francs; cantonal engineers, forest master, architect, and secretary of state, 5,000 francs; secretaries of departments, 3,200 francs; president of council court, 5,000 francs; members of Canton court, 2,500 francs; clerk of Canton, 4,800 francs; professors in cantonal schools, 4,000 to 4,500 francs; district mayors (in fifteen districts), 2,000 francs; lower cantonal employees, 1,800 to 3,600 francs. There is no regular increase of pay for added service, but the salaries are fixed from year to year, and increased usefulness of an employee is taken into consideration.

It may be said in general that the Swiss Federal Government is worked under a complete system of civil service. Fitness to perform the duty at hand is the first and absolute requisite for everyone seeking Government employment. Usually, too, men must commence at the bottom and work up; they must learn their duties as they progress or no promotion follows. Political views have nothing whatever to do with securing appointments in the Government service; but once in the service employees are held to the sternest and strictest accountability for all their acts. They become suddenly absolute servants of the State, and all their time and abilities must be strictly given to its service.

Appointments are usually made for indefinite terms, and removals only follow incapacity or neglect of duty. Favoritism on the part of department or bureau chiefs is prohibited, and appointments of relatives forbidden by law.

Owing to the secure tenure of place employees are enabled to serve for quite small salaries. The fee system for officials has been rather generally abolished, and Government employees must depend on their salaries alone.

Owing to the Government control of telegraphs and telephones, and the indirect or partial supervision of railways, the number of State employees is very large. The system, however, is so perfect, the organization of the whole service so complete, and the employees so universally trained, that no friction is noticeable.

This system of having only trained men under systematic organization is extending itself not only into the public service of every Canton and city, but private business associations have adopted it and maintain the same rules as to fitness of an employee for his special duty, retention in service, assistance in case of accident, and long terms of employment. It is an extremely rare thing for an employee to be dismissed except for neglect of duty. In all other cases long notice is given of a proposed change.

The Swiss factory laws regulate hours of labor and control the employment of children.

The railroads of the country, being partially controlled or regulated by the State, employ their servants under rules similar to those of the General Government. They secure permanent labor, but demand previous training or fitness, and in cases of accident assist their employees. In old age, after many years of service, they sometimes are pensioned by the company.

The Federal railroad law fixes the hours of labor for all employees connected with railroads. The rules declare that no employee shall be engaged over twelve hours a day. There shall be daily rests of not less than ten hours for engineers and trainmen, and nine hours for all other employees. After expiration of half the work hours of a day a rest must be allowed of at least one hour. There must be fifty-two rest or "off-duty" days allowed in the year. Seventeen of these must be given on Sundays. Freight, except express goods, must not be forwarded on Sundays. Railway officials are entitled to fourteen full holidays in the year, the trainmen, etc., to eight holidays, but these are deducted from the fifty-two "off-duty" days.

In every department of the public service hours of labor are fixed by the Government, and positive rules applied as to those who wish to become Government employees.

## HOLLAND.

1. From five to eight hours constitute a day's work in Government offices, and from eight to twelve hours in work yards and establishments under State control.

2. The office hours of department officials are from 9.30 a. m. to 4 p. m., with an hour's interval for luncheon; clerks of a lower grade from 7.30 a. m. to 12 m., and from 1.30 to 4 p. m.; employees in work yards, etc., under Government control, from 5 a. m. to 8.30 a. m., from 9 a. m. to 12 m., and from 1.30 to 6.15 p. m.

3. Holidays allowed with pay are Sundays and public holidays. No fixed rule is observed in case of sickness. In prolonged illnesses a medical certificate is required. Pay is not generally withheld.

4. Department officials are allowed from two to four weeks' annual vacation with pay; diplomatic officers, a leave of absence not exceeding three months; consular officers, from two to four months.

5. In work yards, etc., employees are paid daily, weekly, or monthly; employees in Government offices, monthly or quarterly.

6. The employees are not appointed for any fixed period. Pensions are accorded to all employees who have attained the age of 65 years or who have become disabled *after ten years'* service.

7. *When retired,* heads of departments are allowed one-twelfth of their avera-ge

annual salary multiplied by the number of years they have held such office. Their pensions may not exceed the sum of 4,000 florins ($1,608). All other employees are allowed one-sixtieth of the average annual salary during the last three years of service, multiplied by the number of years such employee has held office. In no case does the pension exceed two-thirds of the average salary for the last three years, nor more than 3,000 florins ($1,206).

8. A pensioner can engage in other business without forfeiting his retired-list pay. Where, however, a person enjoys a pension for Government service in the colonies, or while in receipt of retired-list pay continues in Government service, his pension shall be reduced according to a fixed ratio whenever the pension and supplementary income together exceed the sum of 1,000 florins ($402). The fixed ratio is as follows: For any supplementary income exceeding 1,600 florins ($643) 25 per cent of the first 600 florins of such income, 50 per cent of the next 400 florins, and 75 per cent of the remainder; and for any supplementary income exceeding 1,600 florins, 50 per cent of the same.

9. Candidates for the consular and diplomatic service are required to submit to a governmental examination; no fixed rule is observed as to other offices. Some departments, however, require that candidates for office shall submit to a competitive examination, while the departments of marine and war give the preference to naval and military men.

10. Females are employed in the postal and telegraph service, in which case their salaries are the same as those of the male employees of the same grade or engaged upon the same general class of work; they are also employed in prisons, where their salaries are five-sixths of those of male employees of the same grade or engaged upon the same general class of work.

Compensation is fixed for the several grades of employees as follows:

Diplomatic service: Envoys extraordinary and ministers plenipotentiary, from $6,432 to $12,864; ministers resident, from $4,824 to $6,030; chargés d'affaires ad interim, from $3,216 to $4,422; secretaries, from $804 to $2,412; attachés, $402; interpreters, no fixed compensation.

In Government offices: Cabinet officers, $4,020; chief clerks, from $964 to $1,527; clerks of lower grades, from $160 to $800; care takers and messengers, from $100 to $482.

Employees in work yards, etc.: Masters, from $442 to $663; men, from $194 to $307 or 40 cents to $1 a day.

Length of service of itself is no ground for increase of compensation.

Widows and orphans (minors) of any Government employee whose death occurs within one year after his resignation of office are entitled to an annual pension, the sum total of such pension or pensions in no case to exceed three-fourths of the retired-list pay of the deceased.

The above information has all been obtained from original sources and is therefore official and reliable. The fact that no important changes have been made either in the hours of labor or rates of compensation in the Netherlands for a long period of years is the best evidence that the present system answers the requirements of the public service and is eminently satisfactory.

## BELGIUM.

1. In the central administration five and one-half hours constitute a day's labor. In the departments of finance and of industry and public works a day's work consists of seven hours. Prison guards are on duty fourteen to fifteen hours per day.

2. In the central administration office hours are from 9.30 a. m. to 4 p. m., with an hour for lunch. In the department of finance and of industry and public works the hours are from 9 a. m. to 4 p. m., and if time is taken in the middle of the day for lunch it must be made up in the afternoon.

3. Besides Sundays, holidays with pay are granted on the King's birthday and Dedication *day, on the day after* Easter, on Pentecost, and on Christmas.

The regulations in regard to sick leave are different in different departments. In [illegible]n the department of finance there is no fixed rule, but each case is judged on its own [illegible]n merit. When it is satisfactorily shown that the nature of his sickness will not permit [illegible]t an employee to return to his duties, he is separated from the service and placed on [illegible]n "waiting" salary. He must return to work as soon as his health permits. In the [illegible]e departments of agriculture, of industry and public works, two years' sick leave is [illegible]s allowed, and if at the end of that time the provisional pension commission pronounces [illegible]s the affection curable the leave may be extended for another two years. In the prison [illegible]n administration leave on full pay is granted for not to exceed one year, after which [illegible]h only two-thirds or one-half pay can be granted. In all cases medical certificates are [illegible]e required.

4. An annual vacation of fifteen days is allowed, with pay. Any leave that may [illegible] be given in addition to this (except sick leave as above) must be without pay.

5. Salaries are paid monthly. Laborers are paid every fifteen days.

6. Appointments are practically for life, as removals are made only as disciplinary [illegible]y measures, for misconduct, irregularity, etc., and are infrequent.

Employees who have reached the age of 65 and who have spent thirty years in the [illegible]e service are put upon the retired pension list. If, however, twenty years of active [illegible]e service have been given, retirement may be enjoyed at the age of 55, and after [illegible]r twenty-five years of service. If an employee is debarred by physical disability [illegible]y from the performance of duty, and has given at least ten years of service, he may [illegible]y receive the benefit of the retired list, regardless of his age. If such disabilities result [illegible]t from the performance of duty, five years of service are sufficient to secure the bene[illegible]e-fit of the retired list.

An employee who, on account of wounds received or accidents which occurred in [illegible]n the line of duty, has been incapacitated from continuing his work or from resuming [illegible]g it afterwards, is also entitled to a pension, no matter what his age or length [illegible]of service may be.

7. The pension of an employee is found by multiplying one-sixtieth of the average [illegible]e salary received during the last five years of service by the number of years he has [illegible]s served. One-fiftieth of the average salary will be allowed for every year of active [illegible]e service. In the case cited in the last section of paragraph 6 the pension would [illegible]be calculated at the rate of one-quarter of the last salary received, increased by one- e-sixtieth for each year of service beyond five. No pension, however, shall exceed [illegible]d three-quarters of the salary on which it is computed, nor a sum of 7,500 francs. This maximum is fixed at 5,250 francs for responsible officers and employees. When [illegible]n a pension does not amount to 300 francs it is raised to one-half the amount of the [illegible]he salary, without exceeding 300 francs.

8. A pensioner may engage in private business without losing his pension. He [illegible]e may even occupy a public office, provided his pension and salary combined do not [illegible]ot exceed 1,500 francs.

9. All applicants for employment under the Government must be either native [illegible]ve Belgians or naturalized, must have complied with the law relative to militia and [illegible]nd the civic guard, and must be within the age limits specified for the department [illegible]in which service is sought. In some departments, as that of the administration [illegible]of prisons and benevolent institutions, the applicant must also furnish a certificate [illegible]of birth and of good moral character, and be free from disease. In all branches, even [illegible]en the lowest—as messengers, doorkeepers, janitors, etc.—a rudimentary education is required, and in the higher and clerical service examinations which test fitness for [illegible]for the place sought must be passed.

10. Charwomen are employed in the various departments, their duties being con-[illegible]n-fined to the keeping in order of the office and its furniture. Women are also [illegible]lso employed as attendants in prisons for women. They receive the same compensation [illegible]on that is given to men for a like service. Nuns are employed in the schools and [illegible]nd *benevolent institutions* for female paupers. Their pay is from 500 to 700 francs.

*Salaries in the department of finance.*

| Grades and positions. | Salary assigned to each grade or position. | |
|---|---|---|
| | Minimum. | Maximum. |
| | *Francs.* | *Francs.* |
| Secretary-general | ..... | 10,000 |
| Director-general | ..... | 10,000 |
| Commissioner of currency | 8,000 | 10,000 |
| First inspector-general | ..... | 9,600 |
| Inspector-general | ..... | 9,000 |
| Director | ..... | 8,000 |
| Assistant director | 6,000 | 6,500 |
| Inspector mint assays | 4,800 | 6,500 |
| Comptroller of currency | 4,000 | 6,500 |
| Chief of bureau | 4,200 | 5,000 |
| Assistant chief of bureau | 3,200 | 3,800 |
| First assayer | 3,500 | 5,000 |
| First clerk | 2,300 | 2,900 |
| Second clerk | 1,200 | 2,100 |

Length of service is often considered as constituting a right to promotion, but it is not always a sufficient reason for obtaining a higher grade.

## SWEDEN.

1. The officers and employees of the Swedish Government are required, as a rule, to be present in their offices from four to six hours a day. Most officials are also compelled, in the performance of their duties, to do considerable work out of office hours, for which they receive no extra pay.

2. Work in the State departments goes on from 10.30 a. m. to 3.30 or 4.30 p. m. In the central Government offices work generally begins at 10 a. m. and closes at 2 to 3 p. m. There is no provision for an interval for rest or lunch during office hours.

3. Officials are exempt from office work every Sunday and for ten legal holidays during the year.

The compensation of officials is divided into salary and active-service money; and the latter can be drawn only for such time as the official performs active service or enjoys a leave of absence; consequently, an official who is prevented by sickness from doing his work draws his salary, but must relinquish his active-service money. If he receives a furlough for the purpose of recruiting his health, he can be compelled to relinquish not only his active-service money but also so much of his salary in addition as is necessary for carrying on his work during his absence, or as is deemed to be reasonable.

The certificate an official is required to produce in order to obtain a sick leave must be given by a regular physician.

4. The annual vacation with pay is usually a month and a half; but for certain employees in the lower grades a month only.

5. Employees are paid once a month.

6. Government employees are not employed for any fixed period. They can not be discharged from their positions except by trial and judgment; neither can they be transferred or promoted to other work except at their own request.

The exception to this last rule, however, is formed by the so-called confidential officers—that is to say, the holders of the highest civil and military offices, together with the officers and employees of the foreign offices and of His Majesty's legations to foreign powers, and some others, all of whom can be discharged from their positions when the King deems the interests of the Kingdom so demand.

Officials who have reached the age of 65 years, and have been in service for at least thirty-five years, are entitled on retiring to receive a State pension.

7. The pension is, as a rule, equal to that part of the pensioner's previous pay which is formed by his salary.

8. The holder of a State pension may engage in private business or enter the service of the municipalities without forfeiting his pension. If, on the other hand, he accepts any new State office, he is obliged to give up his pension.

9. For securing appointment in the State departments or other Government offices it is required, as a rule, that the applicant shall have taken the degree of law in the university. In certain central offices, however, persons may be appointed who have merely graduated at a higher college, and in some bureaus there are employed persons with a technical education, such as military men, engineers, architects, etc.

10. Women can not be appointed to any of the regularly established offices of the State department or central offices. For copying and like work, however, women are employed very generally, and receive the same wages given to men in like positions. In the Government telegraph and telephone offices certain of the less arduous employments are specially reserved for women.

The annual compensation fixed for officers and employees in the State departments, in crowns,[1] will be seen from the following table:

| Offices. | Salary. | Active-service money. | Total. |
|---|---|---|---|
| | *Crowns.* | *Crowns.* | *Crowns.* |
| Chief of expedition (assistant secretary of state) | 5,000 | 2,500 | 7,500 |
| Chief of bureau *a* | 4,500 | 2,000 | 6,400 |
| Chancellor secretary (first secretary foreign office) and registrars (foreign office architect) *b* | 2,500 | 1,500 | 4,000 |
| Second secretaries of higher grade in foreign office | 1,800 | 1,200 | 3,000 |
| Second secretaries of lower grade in foreign office | 1,200 | 800 | 2,000 |

*a* After five years' service, salary may be raised 600 crowns.
*b* After five years' service, the salary of chancellor secretary and registrars may be increased 500 crowns, and after ten years, another 500 crowns.

In the State departments, other than the foreign office, there are employed amanuenses, who are appointed by the chief of the department, and receive a salary of from 1,000 to 1,500 crowns a year.

## NORWAY.

1. The official day's work of officers and employees consists of five hours. Considerable work is performed out of office hours by the under employees, for which they receive extra pay.

2. Office hours continue without interruption from 9 a. m. till 2 p. m.

3. Employees are exempt from labor every Sunday and eleven legal holidays during the year.

No exact time is fixed for sick leave with pay, and no particular form is prescribed as evidence of sickness.

4. The annual vacation with pay is usually four weeks.

5. Officials are paid monthly.

6. Employees of the lower grades are not appointed for any fixed period. They may be discharged at any time; but, as a rule, they are not discharged unless they have been guilty of some neglect of duty. The higher officers can be removed by the King.

7. Whether a pension shall be granted a retiring official, as well as the amount thereof, is determined separately for each case by the Storthing, generally upon a Royal proposition.

8. A person who receives the retired-list pay can engage in other business without forfeiting such pay.

9. The departments are recruited chiefly from men educated in the law; but for the lower posts and clerical positions men of practical education are taken. Specialists

[1] A crown equals 26.8 cents.

are also appointed when necessary, such as doctors, apothecaries, military men, agronomists, technicists, etc.

The lower officials are appointed by the chiefs of departments, the higher by the King.

10. Women are as yet but little employed in the Government service, and only in the lower grades, such as clerks; in some cases at the same pay as men, in others with somewhat less.

The annual salaries fixed for department officials are as follows:

Secretary of expedition 5,400 crowns[1]; chief of bureau 3,400 crowns; commissioners, 2,000 crowns. After five years commissioners are raised to 2,200 crowns. The remaining employees have a salary of from 1,248 to 1,500 crowns, not including pay for extra work. With the exception of the above-mentioned commissioners, length of service is not in itself ground for increased pay.

It should be added that at this very time (June, 1893) there is under consideration a thorough revision of the civil service in the departments, as well as of the pay of the lower grades of employees.

## ITALY.

1 and 2. The hours of labor constituting an official day's work are not the same in the various branches of the Italian civil service. In nearly all the departments the day's work consists of six and seven hours. In most cases it is optional with the employee to accomplish the work continuously, or to lay it aside for a couple of hours for the midday meal. The office hours are, in the capital, in nearly all cases, either from 9 a. m. to 4 p. m., or from 10 to 5. In the provinces and colonies the distribution of time is regulated by local custom or exigency of season or climate.

3. Sundays and legal holidays are allowed with pay. Sick leave is granted on a doctor's certificate; but the time allowed for such leave would vary with the grade of the employee, the nature of his sickness, and other special reasons.

4. The length of the annual vacation with pay, varies with the grade and standing of the employee; ranging from one month to ten days.

5. Employees are paid monthly, and in some cases in advance.

6 and 7. Chiefs of departments (ministers) and undersecretaries of state, as also the general secretary (foreign affairs) are political appointments. All other employees in the departments are appointed, after passing the regular examinations, for life, and are entitled to a small pension on their retirement, the sum of which is computed on the amount of the salary they receive.

8. A person receiving retired-list pay can engage in other business without forfeiting his pay.

9. The examinations for employees desiring to enter the public service vary with the branch such employee may desire to enter, as also with the department. As a general rule certificates are required as to the candidate's successful competition in the final examinations in the public or Government schools and colleges. The ministries of grace and justice, and posts and telegraphs require special information and studies.

10. Females are employed only in subordinate positions in the ministry of posts and telegraphs.

## AUSTRIA.

1 and 2. There is no very precise regulation in the Austrian civil service governing the hours for beginning labor or the number of hours of work in the various departments of Government. The usual hour of beginning work varies from 8 to 10 a. m., at which last hour the offices are usually open to the public. There is no specified time for luncheon or rest, the higher officials usually take an hour during the day, and the subordinates carry their luncheon with them to their offices, or

[1] A crown equals 26.8 cents.

make such arrangements as they find possible for that meal. Officials have no fixed hour for leaving their work, as that all depends upon the amount and importance of business on hand which must be performed. Five o'clock in the afternoon, however, is the common hour of closing the business of the day in most of the departments of the Government. In the postal service where work must be done at all hours, eight hours a day is in most cases a minimum day's labor, four of which hours are given to "day work" and four of them for "night work." In the postal and telegraphic services sometimes it is necessary to do without the noon pause, and occasionally the employees are worked twelve hours a day.

3. There is no abatement of salary on account of holidays allowed, and such holidays are those of the Roman Catholic Church, that being the state church of the Empire. There are, however, no holidays that an Austrian Government employee has a legal right to demand, the holiday depending upon the amount of work to be done, though the hours of work are shorter on such days. This applies also to Sunday.

The maximum time allowed for sick leave in all departments seems to be about one year, and a doctor's certificate is usually, though not necessarily, a prerequisite to such leave. At the end of the year if the employee on leave has not recovered, he may be temporarily retired, if there is hope of recovery, or if there is no hope of recovery he may be put permanently on the retired list. If, however, additional sick leave is to be granted beyond one year a period of service, even though nominal, must intervene.

4. There is no time provided by law for annual vacations with pay; in practice, however, in most of the departments the lower officials are allowed three to four weeks' vacation, while the higher officials receive annually from five to six weeks' vacation on full pay. In the ministry of war a fortnight's vacation is allowed twice a year, and eight weeks every two years. In the ministry of justice leave may be granted for one year, on sufficient grounds, but after one year pay ceases.

5. Salaries are usually paid monthly in advance. Diplomatic officers on foreign service, however, are paid at the end of each month.

6. Appointments are permanent, and employees are expected to serve until they are entitled to a pension or until they are incapacitated through ill-health or misbehavior from continuing in office. A pension will be allowed if the employee has served for a period of at least ten years, reckoning from the day of his appointment.

7. A pension may be granted after ten years of service, and is then one-third the active salary which the employee has enjoyed. After fifteen years the pension granted is three-eighths of the salary, and thenceforward for each additional five years of service the ratio of pension to salary increases by one-eighth, until after forty years of service the pension to which an employee is entitled is equal to the full amount of the salary which he draws. After forty years of service, retirement is universal, if, indeed, it is not compulsory.

A minister, upon his resignation, without regard to his length of service, receives a pension of 4,000 florins (about $1,600) annually, unless his length of service and last salary should entitle him to a greater sum.

8. A pensioner may engage in other business, provided such employment is consonant with the dignity of the civil service, of which he is still considered a member. The State, having regard to the smallness of pensions given in many cases, encourages such useful employment by granting writerships, situations as engrossers and copyists (paid per diem), and other subsidiary positions to pensioners. If a pensioner re-enters the regular service, however, he forfeits his pension. In case of special emergency a pensioner may be called upon to perform active service, but he has the option of declining to do so, in which case, however, he forfeits his pension.

9. The prerequisites to appointment are Austrian citizenship, age between 18 and 40, good moral character, and in some cases the possession of sufficient means to *supplement a salary* which is known to be insufficient for support. In some depart-

ments competitive examinations have to be passed. In almost all cases evidence of having passed through the high schools must be adduced, and the ability to read and write German, as well as the prevailing language of the people, demonstrated. In case of appointment to places requiring professional knowledge, the certificate of the appropriate school must be presented.

Entrance into Government service is always provisional for one year, and the final appointment depends upon the record made in that period. It sometimes happens, however, that experts of special knowledge or capacity are appointed immediately to a higher class.

For "manipulations service" or hand workers, noncommissioned officers who have served twelve years in the army, of which time they have been eight years officers, may be appointed after six months' trial, without regard to their education. Such appointments are disposed of by the military authorities in conjuction with the civil authorities.

10. Females are employed in the postal and telegraph service in surbordinate capacities, their compensation ranging from 30 to 45 florins per month. They are also employed for certain kinds of work in prisons for females, and as teachers. It is only in this last capacity, of teacher, that they enjoy equality with men performing like duties. In all other departments they are liable to discharge on thirty day's notice, and can not receive a pension or enjoy annual vacation.

All officials are divided into eleven "rangsclassen" or classes and receive: (*a*) The prescribed salary of that class, their so called Functions- or Activitäts-zulage, and (*b*) varying allowances for traveling expenses or personal allowance.

The official salaries of all officials in Austria-Hungary are as follows:

| Rank. | Net salary. | | Expense or official allowance. | Living expense per diem. |
|---|---|---|---|---|
| | Minimum. | Maximum. | | |
| | *Florins.* (*a*) | *Florins.* | *Florins.* | *Florins.* |
| I | ..... | 12,000 | 14,000 | 20 |
| II | ..... | 10,000 | 10,000 | 17½ |
| III | ..... | 8,000 | 10,000 | 15 |
| IV | ..... | 7,000 | 4,000 | 12½ |
| V | 4,500 | 6,000 | 1,000 | 10½ |
| VI | 2,800 | 3,600 | 800 | 8 |
| VII | 2,000 | 2,400 | 700 | 6½ |
| VIII | 1,400 | 1,800 | 600 | 5 |
| IX | 1,100 | 1,300 | 500 | 4 |
| X | 900 | 1,000 | 400 | 3½ |
| XI | 600 | 800 | 300 | 3 |

*a* A florin equals 34.1 cents.

Besides the above salaries the first four classes receive also "Functionszulagen" or expense allowances: The minister president of 14,000 florins; the ministers and all the second-class officials, including the governor of Bohemia, of 10,000 florins. Other officials of these classes receive amounts ranging from 1,000 to 9,000 florins, according to the importance of their position. Officials of the remaining classes receive instead of "Functionszulagen," "Activitätszulagen," or official allowances as shown by the above table.

Upon service outside of the town or city where stationed, all officials are allowed traveling expenses, consisting of first-class railway tickets for the first seven classes, and for the other classes second-class tickets. Where there is no railway and traveling must be done by wagons, the expense is reckoned by the unit of a post horse, which amount is fixed by law. The first four classes are entitled to four horses and the other classes to two horses.

Living expenses (Diaton) are also allowed as shown in above table.

Promotion from one class to another can only take place upon a vacancy occurring. In the lower seven classes, however, after five years' service the official salary is

increased, and after ten years another increase takes place, provided that in the meantime no promotion to a higher class has taken place.

Minor officials, such as Amts-Practicanten, Concepts-Practicanten, etc., receive wages ranging from 200 to 800 florins annually, until finally appointed into one of the said classes.

Officers of the army and navy are divided into exactly similar classes, and the corresponding rank of any official is therefore at once known and recognized.

## RUSSIA.

1. Employees work about six hours a day, but as there is no law regulating this duration it may be prolonged to suit the requirements of the service.

2. Work usually commences in the Government bureaus at about 11 a. m. and ends at about 6 p. m.

3. Salaries are paid for all holidays allowed under Government direction. In case of mental disease, duly attested, the employees receive their salaries for one year, at the expiration of which time, if they have not recovered, they are placed on the retired list. The chiefs of bureaus may allow an employee suffering from a serious illness to draw his salary for a period of four months.

4. Each employee is entitled to a month's leave of absence a year, or to two months every two years, with pay. The maximum leave authorized by law is four months. If an employee desires a longer leave, he is obliged to offer his resignation, but he may be readmitted to the service. The officers of the ministry of foreign affairs serving in the East are entitled to a leave of absence, the duration of which embraces as many months as the number of years during which they have not been absent from their posts. The duration of these leaves, however, can not exceed eight months, which is the maximum for the most highly favored classes.

5. The salaries of employees are paid on the 20th of each month, except of the officers of the ministry of foreign affairs serving in foreign countries, which last draw their salaries every four months, or twice a year in the extreme East.

6. The employees of the Government proper are not appointed for any stated period of time, the duration of service depending on their own volition. The incumbents of the offices of local and rural administrations are elected to their positions and confirmed by the Government for a term of three years, after which time they may be re-elected.

All Government employees are entitled, after thirty-five years of service, to a pension, the amount of which is regulated by the importance of the duties performed, as well as by the salary. Twenty-five years of service entitles them to half the pension which would have been allowed if they had served thirty-five years. The term of twenty-five years may be reduced to a fractional quantity in cases of serious illness or for the performance of exceptional duties.

The pension right is extended to the wives and minor children of Government employees, to whom is paid a certain percentage of the pension which would have been paid to the employee himself.

7. The State deducts 2 per cent of all salaries to form a pension fund. The departments of justice, of war, and of the navy, have each a special pension fund, for the benefit of which a stoppage of 6 per cent is made of the pay of each employee. The pensions drawn by the members of this fund are in excess and independent of the pension which is due them from the Government.

8. Employees placed on the retired list can dispose of their pensions without any restraint; it is, however, indispensable to have a special authorization to draw a pension during residence of over five years in a foreign country.

9. In order to be admitted to the Government service the aspirants are required to present a petition, in the name of His Majesty the Emperor, with a certificate establishing their civil status, and an academic certificate; also a document showing that they have registered in a military district for the compulsory military service.

Aliens and persons under 16 years of age are not eligible for appointment.

10. Women are admitted to the service, but without rights of pension or grades. They draw the same salaries as men where they perform the same work.

The honorary rewards are: Degrees (grades, ranks), admission to imperial orders, medals, gifts by His Majesty the Emperor, thanks by His Majesty the Emperor, etc.

Salaries are not increased after a certain number of years, except for the exercise of a few special duties.

## ORIENTAL COUNTRIES.

### TURKEY.

1. No hours of labor are fixed by law as constituting an official day's work in the imperial departments of the Ottoman Government, and officials and employees follow their own inclination as to whether they work eight hours per day or three—some, indeed, being at their offices not more than two hours in the day.

2. In like manner there is no particular time fixed for the opening of offices, though as a rule they are expected to be open by noon. In some departments, however, such as the telegraph office, post-office, board of health, custom-house, and passport bureau, on which the public is in early attendance, the offices are open three or four hours before noon, the telegraph office remaining open all night.

Lunch is usually eaten before the beginning of work, and hence no interval, as a rule, is allowed for that purpose. Intervals are allowed, however, at noon and in the afternoon, for prayer, when the Mussulmans are called to their ablutions and devotions by the muezzin, who is found in almost every Government department. During the Ramazan, or fasting month, the devotions are performed in the offices, in the presence of Europeans, Americans, or whoever may be in attendance—these having to wait until after prayers before business can be attended to.

3. All religious holidays are granted without abatement of pay. In case of sickness leave with pay is allowed to the extent of six months, but a certificate from the imperial school of medicine, or a competent physician in the official service of the Turkish Government, must be produced.

4. There are no annual vacations allowed, aside from the regular religious holidays, which vary in duration from one to four days in each instance.

5. The pay of Turkish employees is irregular and, in a sense, uncertain. They receive one month's salary at the beginning of the Turkish financial year (March 13), and at intervals during the year they receive four or five other months' salaries, these payments being made on the eve of the several Turkish religious holidays. Thus there is left several months' pay which accumulates until the end of the year, when it is paid by promissory notes or certificates, which are payable by the Turkish provincial authorities out of the provincial revenues. As these notes are usually not paid for two years and more, the holders are compelled to discount them, for which the money lender requires 40 per cent or more. It is, however, a safe investment for him, as the notes are always ultimately paid.

6. Appointments are made entirely at the pleasure of the chiefs, and for indefinite periods. After thirty years' service an employee may claim a pension by proving that by sickness or bodily infirmity he is unable to attend to his duties.

7. There are two grades or classes in the retired list. Those who receive a pension after a continuous service of thirty years, and those who are pensioned on account of inability owing to bodily infirmity.

In the first class the rule of computation of the pension is somewhat complicated, but its effect is to give the pensioner annually one twenty-fourth of the average pay received by him during the last ten years of his service, and if he has served more than thirty years his pension is proportionately increased until for forty-five years' service his annual pension is one-eighteenth of the average pay received for the last ten years of service, which is the maximum pension. The minimum pension after thirty years' service is $4.50, and for forty-five years' service $6.60.

In the latter class, if an employee is afflicted with a calamity of such a nature as to render him dependent upon charity, he is allowed one-half the salary which he last received. If, however, he is able to do some work, he is allowed only one-fourth of his last salary; but if he had served ten years he is allowed one-third.

8. A pensioner may engage in business, provided he is not of the second class described above.

9. Formerly the spoils system had full course in the Turkish civil service, the superior officers preferring to choose their employees from among their friends, relations, and protégés, the only restriction being that the employee must have some knowledge of reading and writing. Lately, however, some formalities have been required to be observed in order to secure appointment in the civil service. Employees must be 20 years of age, and must be graduates of the Turkish political school, and must never have undergone imprisonment for any offense or misdemeanor.

10. Owing to the peculiar institutions of the Turks, which do not permit women to show their faces in public, no women are, of course, employed in the civil service.

The compensation paid to the several grades of employees is not fixed, but varies immensely, and may be changed by the orders of a superior, or by imperial order. Only the judges receive salaries that are at all fixed. Compensation ranges between $1, the minimum, and $5,000, the maximum, per month. The palace appropriation for the Sultan is not limited, and sometimes reaches $25,000,000.

It is proper to remark that the salaries of employees in those departments which have proper receipts and are self-supporting are regularly paid. These departments are the commercial and other courts, the telegraph office, the board of health, the custom-house, etc.

## EGYPT.

1. Five hours constitute an official day's work in nearly all the departments of the Egyptian Government.

2. Office hours in the administrative departments at Cairo and Alexandria are from 8 a. m. to 1 p. m. and from 3 to 5 p. m. At Port Said the morning hours are from 9 a. m. to 12 m. Some departments are forced to keep longer hours than these, as, for example, the post-office, the telegraph office, the local police departments, etc. In the provinces there are no regulations as to office hours, it being left to the discretion of the governors.

3. The regular holidays are granted without abatement of pay. They are, besides Fridays (the Mussulman's Sabbath), as follows: Little Bairam, three days; Great Bairam, four days; Accession of Khedive, one day; Birthday of Khedive, one day; Cham-el-Nessim (smelling of the zephyr), one day; Muled-el-Nebee (Prophet's birthday), one day; Departure of Sacred Carpet, one day; Return of Sacred Carpet, one day. These holidays are fixed by custom rather than by law, and are proclaimed each year by Khedival decree or ministerial order.

4. Leave with pay is granted under two classes: "Ordinary leave" and "sick leave."

If ordinary leave is to be passed abroad, one-seventh of the time spent in service may be granted; if to be passed in Egypt, one-eleventh of such time may be granted. For this leave no deduction of pay is made. At the end of such leave, however, an extension of leave for a like period, at half pay, may be obtained, provided that the entire leave taken in any one year does not exceed three and a half months, if spent abroad, and three months, if spent in Egypt. Chiefs of departments have it within their discretion to grant or refuse leave to employees according to the requirements of the service.

Sick leave is granted on the production of medical certificates issued by medical commissions provided for by law. Sick leave for each period of three years actual service (exclusive of ordinary or sick leave) is as follows: Two months with full pay, *two months with* half pay, and two months with quarter pay. If at the end of six

months the employee is not in condition to resume his duties he is put upon the retired list. The council of ministers can, however, grant a further leave for not to exceed six months, but without pay. Sick leave cancels the right to ordinary leave, and the time of service upon which ordinary leave is based begins to be reckoned only at the expiration of the sick leave.

While on sick leave employees must furnish medical certificates every two months. If an employee does not return to his post at the expiration of his leave he is deprived of pay from that date, and if he does not justify his delay within fifteen days thereafter he is regarded as having resigned.

5. Salaries are paid monthly.

6. At the age of 55, if twenty-five years of service have been rendered, a pension may be claimed, but having been thus retired the pensioner cannot be reinstated in the service. At the age of 65 employees are by law retired, though at their own request they may be retained in active service, but only by special decree issued on the recommendation of the council of ministers.

By a decree of the Khedive, June 21, 1887, a deduction of 5 per cent is made from the salaries of all civil functionaries and employees registered on the permanent list. Only those submitting to this deduction are entitled to pension or indemnity.

The pensions granted are equivalent to one-sixtieth of the average annual salary for the last three years of service multiplied by the number of years served, but can not exceed certain fixed maxima which range from three-fourths the average salary when that salary is less than £178 ($890) to one-half the average salary when that salary is more than £600 ($3,000), with a maximum pension of £600, except in case of those who have occupied the post of minister during three years, in which case the maximum pension is fixed at £720.

Every functionary or employee who has become incapacitated for the Government service by infirmity or sickness contracted during his service has a right to an indemnity or pension, irrespective of age, according to the following provisions:

If he has served ten years or less he is entitled to an indemnity equal to one month of his last salary multiplied by the number of years he has served.

If he has served more than ten years and less that fifteen years, the indemnity is reckoned at the rate of one month of his last salary for each of the first ten years and at the rate of three months of the same salary for each following year.

If he has served fifteen years he has the right to a pension equal to a quarter of the average salary for the last three years, with an increase of one-sixtieth of that salary for each year of service after the fifteenth, but the maxima referred to above can not be exceeded.

In order to establish his right to such indemnity or pension a functionary or employee must furnish a medical certificate in the manner prescribed by law, proving his incapacity.

The law also provides indemnities and pensions for functionaries and employees who are dismissed on account of the abolition of their posts or for purposes of economy. Provision is likewise made for the families of pensioners, functionaries, and employees after their death. Functionaries or employees who have sustained injuries in the performance of their duties are also provided for.

8. Pensioners are permitted to engage in business without forfeiting their pensions.

9. Below will be found a translation of the general regulations governing admittance to and advancement in the civil service in Egypt, promulgated by Khedival decree on December 4, 1892.

10. No females are employed in any of the Government administrations in Egypt.

The average monthly salaries paid to functionaries and employees are as follows: Minister, £225; undersecretary of state, £125; secretary-general, £100; director, £45 to £65; assistant director, £30 to £40; chief clerk, £28 to £32; assistant chief clerk, £22 to £26; first-class clerk, £16 to £20; second-class clerk, £12 to £14; third-class clerk, £8 to £10; fourth-class clerk, £4 to £7.

## GENERAL REGULATIONS FOR ADMITTANCE TO AND ADVANCEMENT IN THE CIVIL SERVICE.

### STAFF.

ARTICLE 1. The staff is the whole number of employees of a department of the Government; it is approved by the finance committee and the council of ministers.

A minister may make any reductions in his staff which are compatible with the requirements of the service.

Every change tending to an increase in the number of employees, or in the amount of salaries of one or more grades of the staff, must be first approved by the finance committee and the council of ministers.

ART. 2. The staff is divided into the upper staff, the lower staff, and, in some departments, a "technical" staff.

ART. 3. The lower staff comprises all grades whose minimum salary is less than £10 ($50); the upper, all other grades.

The number of employees in a grade may exceed that fixed by the staff, provided there exist a corresponding number of vacancies in the higher grades.

ART. 4. The total salaries paid must not exceed the average of the salaries provided for the staff, and in no case can promotion be made or increase granted which would tend to exceed the average.

No economy in the lower staff can be made use of for the benefit of the upper staff.

### RECRUITING.

ART. 5. All appointments in the inferior or lower staff are made by the minister on the recommendation of the chief of department.

ART. 6. Vacancies which occur in the lower staff must, as a rule, be filled by promotion from the ranks of the same staff.

ART. 7. To fill vacancies which can not be filled in this manner, the chief of department will propose candidates chosen without distinction from the following categories:

(1) Employees from the lower staff of other departments governed by this regulation, with the previous consent of their chiefs.

(2) Pensioners and old Government employees who have been dismissed on account of the abolition of their posts, and who have served in the Government departments which come under this regulation. These candidates, if of equal merit, should be engaged in preference to others.

(3) Candidates who are provided with a primary school certificate issued by the minister of public instruction, but always giving the preference to those having the secondary certificate mentioned in article 12. When several candidates having the same certificates apply for the same post, preference is given, as far as the requirements of the service permit, to the one who has obtained the most points.

(4) Candidates who, during the course of the two years last preceding the publication of this regulation, have successfully passed an examination before the permanent commission for admittance to the public service.

(5) Employees who have served a Government department for at least three years in a temporary capacity. This provision shall remain in force for the first three years following the publication of this regulation, and the appointments of candidates of this category can only be made in the proportion of one vacancy in three.

ART. 8. The candidates included in categories 3 and 4 must have passed their eighteenth year, and will be appointed provisionally for one year at the minimum rate of salary of the last grade of the staff. At the expiration of this period the chief of department will propose to the minister either their definite appointment or their dismissal. In the first case, the year of provisional service will count for indemnity or pension, the employee being under obligation to give up 5 per cent of the salary received during the said year, in the form of a monthly deduction from his salary, equal to the reglementary deduction which will be made from the time of his permanent appointment.

Pensioners and old employees who are readmitted to the service by virtue of the foregoing article shall also be appointed in a provisional capacity under the conditions set forth above.

### UPPER STAFF.

ART. 9. All appointments in the upper staff are made by the minister on the recommendation of a recruiting committee which will be instituted for each of the following services: Council of ministers, legislative council, ministry of foreign affairs, ministry of finance, central administration, post-office department, postal boats, customs and coast guard, ports and light-houses, ministry of public instruction, ministry of the interior, central administration, police, prisons, sanitary department, ministry of justice, ministry of public works, and ministry of war.

ART. 10. The recruiting committee will be presided over by the undersecretary of state for the central administration of the ministries, and by the chief of department for the other services. The other members of the committee are named by the minister.

*ART. 11. Vacancies* occurring in the upper staff should, as a rule, be filled by promotion from its *own ranks.*

ART. 12. In order to fill vacancies which can not be filled in this manner, the recruiting committee shall recommend to the minister candidates chosen without distinction from the following categories:

(1) Functionaries from the upper staff of other administrations subject to this regulation, with the previous consent of their chiefs.

(2) Pensioners and old employees of the Government who have been dismissed on account of the abolition of their posts, and who have served in the upper staff of the State administration subject to this regulation.

(3) Candidates who within the last three years have obtained a secondary school certificate from the ministry of public instruction, or who have an equivalent foreign certificate, provided in the latter case that they can prove their knowledge of Arabic by passing an examination at the said ministry. Preference will always be given to those who have obtained diplomas from the higher Government schools or who have equivalent foreign diplomas.

(4) Employees from the lower staff of the same administration. The promotions from the lower to the higher staff can only be recommended by the recruiting committee in the proportion of one vacancy in two. Employees of the lower staff who have fulfilled the conditions exacted of the candidates of the foregoing category, and who are promoted to the upper staff, will not be considered in the calculation of this proportion.

(5) Candidates who within the last two years preceding the publication of this regulation have passed an examination before the permanent commission for admittance to the public service for a post in the upper staff of a State administration.

ART. 13. Candidates included in categories 3 and 5 must have completed their nineteenth year, and will be appointed provisionally, at a monthly salary of £8 ($40), for one year at least, and for two years at most, as the chief of department may choose, who, at the expiration of the period of provisional service which he may have fixed, will present to the recruiting committee a report on their aptitude for the public service, and the committee will recommend to the minister either their definite appointment or their dismissal. In the first case the period of provisional service will count for indemnity or pension under the conditions of article 8. Pensioners and old employees readmitted to the service by virtue of the foregoing article shall also be appointed in a provisional capacity, according to the conditions set forth above.

TECHNICAL STAFF.

ART. 14. The technical staff is not divided into an upper and lower staff. It includes engineers, mechanics, captains, commandants, overseers, superintendents of schools, professors, physicians, pharmacists, chemists, veterinarians, midwives, cashiers, assistant cashiers, appraisers, etc.

ART. 15. Technical employees are appointed by the minister on the recommendation of the recruiting committee, who should always give the preference to Egyptian candidates.

ART. 16. When the nature of the post permits, technical employees should be recruited among candidates who can prove their technical fitness for the post by diplomas obtained from the higher Government schools, or from abroad.

ART. 17. New appointments shall be made provisionally for one year and under the same conditions as for the other staffs, as regards the reglementary deduction for pension.

GENERAL PROVISIONS.

ART. 18. Candidates newly admitted to the Government service, as well as pensioners and old employees readmitted to the service, must produce a certificate of physical fitness issued by the medical commission of Cairo or of Alexandria, and a certificate of good conduct, and they must be Egyptians.

ART. 19. (Concerns who are considered Egyptian.)

ART. 20. No one can be appointed a supernumerary in the Government administrations who has not complied with the conditions required for being admitted to the public service. Supernumeraries receive a monthly allowance which is exempt from any deduction, and which does not exceed £3 ($15) per month. This allowance is raised from the economies of the staff. In case a supernumerary is called upon to fill a post on the staff, his appointment is made under the conditions set forth in article 8 above; but the period of probation will be deducted from the period of provisional service and will not count as service giving a right to indemnity or pension.

ART. 21. All promotions in the upper staff are made by selection according to the personal merit of the employees. In the lower staff they are made, as nearly as possible, half by selection and half by seniority.

ART. 22. Within the limits of the staff belonging to his administration, the minister makes promotions and grants increase of salaries on the recommendation of the chief of administration. Increase of salary in the same grade can only be granted on the 1st of January, and, as regards the lower staff, on condition that two years have elapsed since the last increase or promotion; and three years as regards employees in the upper staff.

ART. 23. Neither of the employees of the upper or lower staffs can be promoted from one grade to another unless they count at least three years seniority in their grade. This provision does not concern technical employees.

ART. 24. Every employee newly appointed or promoted to a higher grade receives the minimum salary allowed to that grade, unless, as regards promotions, the minimum salary of the higher grade is the same as the maximum of the grade below. In this case the employee receives the average salary of the grade.

ART. 25. All appointments or promotions made under conditions other than those provided by this regulation must first be approved by the finance committee and the council of ministers.

ART. 26. Chiefs of administrations (departments) may engage provisional employees, on condition that there exists an economy in the credit for the employees of their administration sufficient to cover the expense. In the contrary case, the authorization of the finance committee and the council of ministers must first be obtained.

ART. 27. Provisional employees must be taken as nearly as possible from among pensioners and employees who are unattached.

Provisional employees are not subject to the reglementary deduction, and their services so rendered do not count for pension.

## MOROCCO.

1 and 2. In Morocco the conditions of labor are so totally distinct from those of countries boasting another civilization that it is almost impossible to institute a comparison. Every official chooses his own hours for the transaction or neglect of the duties intrusted to him, and employs as much of his time as possible in sleep.

The Sultan sets the good example of rising at daybreak or somewhat earlier, and meets his ministers before the sun is well up, holding receptions at 6 or 7 a. m., but concluding his day's work, as a rule, correspondingly early. During the hot months this custom is more or less followed by others, and a good "siesta" is secured about noon. After this little is done by those who are not obliged to attend to matters. Lunch usually precedes the "siesta."

3 and 4. Apart from the religious festivals there are no regular holidays in Morocco, and every man makes what arrangements he can with his superior.

5. As the incomes of the officials are chiefly derived from bribes and other "presents," and the sums actually received as salary are but trifling, it matters little to an employee when he is paid or indeed whether he is paid at all.

6. Moorish officials usually retain their posts as long as they can squeeze enough money out of their subordinates to satisfy their superiors, or until someone bids more for their posts than they can pay to retain them.

7 and 8. Gentlemen on the retired list are usually quartered on the state prisons, and those who can obtain leave to retire without a pension are thankful enough to do so. When once they have amassed a fortune they are free to engage in whatever business they may fancy.

9. The formalities attendant upon nomination consist of a liberal use of "palm oil," and the presentation of valuable offerings to the Sultan and his ministers.

10. Females are much more employed in the Moorish civil and diplomatic service than is generally supposed, but by no means as in Europe or America; their business being to obtain influences and collect information in a manner hardly suited for inspection or report. Women form favorite presents either to ministers or to the Sultan, and those of the royal harem are often given to country governors to act as spies.

Instead of compensation being offered to employees, the idea rules in this country that it is the employee who owes compensation to the superior who has put him in a money-making berth.

On the whole, therefore, the subject of the conditions of Government employees in Morocco is rather one of curiosity for the American or the European than of comparison with modern customs.

The Sultan resides alternatively in Fez, Meguinez, and the city of Morocco. Thrice a day, with the exception of Friday, the Mussulman Sabbath, the grand vizier or prime minister, secretaries and other high functionaries, meet at the palace. All the affairs of State are then inquired into and decided upon by the vizier in the *Sultan's* name.

*The power of this* minister, acting for the Sultan, is apparently absolute; for in

the councils held the inferior ministers offer no opinion unless invited to do so; their functions being to execute decrees and carry out, with blind and passive obedience, the orders received. Besides these ministers at court, there is a minister for foreign affairs who lives at Tangier. He apparently represents the Sultan's Government in dealing with the various foreign representatives, all of whom reside in that town.

In some instances these ministers, as well as governors, hold their posts by hereditary descent. But their tenure of office or power is nevertheless entirely at the will of the Sultan. Whenever the tribute money of a province is not considered sufficient, its unhappy governor is ordered to court. If his explanation relative to the presumed deficit is not considered to be satisfactory, he is imprisoned and perhaps tortured to force him to give up his concealed wealth. Meantime his son or near relative is appointed to govern in his place, and if money is not soon forthcoming it fares hard with the wretched prisoner, if, indeed, he is permitted to survive.

The governors of towns hold lower positions. They are generally chosen from the military class, and their pay is but nominal. They extract as much as they can from their subjects, and are also bound to make presents to the Sultan. If these fail to be made, the governors are soon put out of office. Governors buy their positions from the Sultan generally.

The sheiks (chiefs of villages) are under the governors of provinces and collect the taxes from the people, from whom they extort as much as possible.

From the Sultan down each squeezes his immediate inferior, and the last those subjects who own the smallest property.

Such is the state of government of Morocco.

## PERSIA.

The system of service in the various departments of the Persian Government, whether central or provincial, has probably changed very little since it came into operation long ago. It is not regulated by rules, fixed methods or laws, as in more civilized and highly organized States, but has simply grown out of the general need for some kind of supervision and control in the affairs of government. There are certain departments with distinctive names to which certain specific duties are confided, such as the department of foreign affairs, justice, public works, instruction, telegraphs, mines, press, posts (postal service), trade, war, finance, pensions, etc.; but the operation of scarcely one of these is confined solely to matters appertaining to its particular sphere of activity, and some of them exist merely in name.

Ministers are not generally selected to fill these posts in Persia on account of any special knowledge or abilities which they possess, but principally because they happen to be friends or supporters of the prime minister. Some, however, are appointed on the hereditary principle, especially if they display capacity and aptitude to carry out the details of the plans of their fathers or ancestors. This has its advantages where legislative ability is not required, but only administrative or executive skill, at least to this extent, that the son becomes early initiated into the routine of his department and commands a certain amount of respect and authority from his father's position—this personal respect and authority being more important factors in the Persian governmental system than in western nations.

No special qualifications are required and no examination is required as a preliminary to an appointment in the Government service of Persia. If the applicant is able to write a fairly good hand and to indite a letter in the Oriental style, he is accepted. In the financial department a little knowledge of arithmetic, accounts, and bookkeeping is expected. The modern method of ascertaining capacity for public service by prescribed intellectual tests is unknown in Persia.

1. In regard to the number of hours constituting an official day's work in the Persian public offices, the average rule would be about eight hours, including two hours in the middle of the day for luncheon and rest. This is, however, by no means *arbitrary, and the* rule is very frequently disregarded.

2. The usual time for beginning the day's labor is from 8 to 9 o'clock in the morning, but as the Persians begin their work two or three hours after sunrise and stop work two hours before sunset, the length of the day's work varies according to the season of the year. In the winter the public offices are closed at from 3 to 3.30 in the afternoon, and in the summer at about 5 o'clock. At one time the employees in the Persian service were very irregular in their attendance on their duties, but some time ago it was ordered that anyone failing to attend or coming late to his office should be fined about $1 for each offense. This seems to have made them much more careful and attentive.

3. The ordinary vacations or holidays are invariably connected with some religious or national festival or observance, of which there are three considerable ones in the course of the year. These are the Ayd-i-noo vooz, or New Year festival, which begins on the 21st of March and lasts for thirteen days; the Ramazan, an annual fast which is observed throughout the whole Mohammedan world, and which lasts thirty days; and the first ten days of the month of Ramazan, which are kept as a period of mourning. There are in addition many single holidays, such as the Shah's birthday anniversary, the birthday anniversaries of Mohammed, the prophet of Allah, the prophet's son-in-law, and of others. On these days the public offices are generally closed except for the transaction of business of an imperative nature. It should be added, however, that public men in Persia transact a good deal of business at their private houses. No reduction of pay is made on account of holidays or festivals. In case of sickness, whether for a long or a short period, full pay is always allowed, and a message by a servant or a friend from the sick person to his chief is sufficient to procure his exemption from duty. No physician's certificate is required.

4. It will be seen from what has been stated above that the holidays in the Persian service consume about two months of the year, and that there is no stoppage of pay in any form or degree on account of them. Moreover, the public offices are regularly closed and public business suspended on two days in each week—namely, on Friday, which is the religious day of rest among the Mohammedans, and on Monday. There seems to be no discoverable reason for closing the public offices on Monday of each week; it is the custom, and that is all that can be said in explanation of it, and it is a custom that is faithfully maintained.

5. The manner of paying the salaries or wages of officers in the Persian public service is unlike the methods employed in western countries. Not only does the feudal system still exist in a very ancient form, but there are also other peculiarities in the Persian methods of paying for the services of public functionaries. Under the feudal plan the revenues of one or more villages are set apart to pay the salary of the feoffee—it first being ascertained that there is a fairly even balance between the revenue and the salary. The feoff, however, does not necessarily imply an hereditary right, as in European countries, and generally only continues so long as the recipient is in the employ of the Government, or at the most until his death. There are, however, exceptions to this rule. Another and very inconvenient and sometimes unprofitable arrangement is to give a man an order for his salary on the revenues of a distant province or district. In this case he has to appoint an agent to look after his interests, and this agent has to be paid for his services, and it sometimes happens that the agent keeps the whole of the revenue for his own purposes. Other officers are paid directly from the treasury. The Persian treasury, according to the prescribed rule, should pay a year's salary during the eight months which begin two months after the feast of the Persian New Year, and end two months before that feast; that is to say, the full year's salary should be paid between (say) the 21st of May of one year and the 21st of January of the following year, both the civil and the fiscal year in Persia beginning on the 21st of March.

The reason why the payment of salaries is not required to begin until after the *expiration of the* first two months of the fiscal year is that it consumes about two

months to make ready for payment—to prepare the orders or drafts, to seal these orders with the required seals, and to go through the various required formalities; to which it may be added that the New Year's feast has a very prostrating effect upon business in Persia, and that this effect amounts practically to a coma, when, as happened this year, the fast of Ramazan runs concurrently with the New Year's feast, the arrangement being in these circumstances that the Persians fast throughout the day and feast throughout the night. The reason why the payment of the yearly salary is required to be completed two months before the end of the fiscal year is so that the salary may be paid. It was hoped by ordering the salary to be paid two months before the close of the fiscal year that all of it would be paid by the end of the fiscal year. In the majority of cases the design is to pay the proportionate amount of the yearly salary about every three months, beginning with the date when the treasury is ready to make its first payment; but the Persian Government is, as a rule, very much in arrears in this matter, many officers having to wait six, eight, or ten months for their pay; and in one instance, of which I have been told, eighteen months.

6. In regard to the periods for which the several grades of employees in the Government offices are appointed, it may be stated as a general rule that unless a man commits what is regarded as a serious misdemeanor (and in this matter the Persians are very benevolent), he continues in the service as long as he lives, or until he is incapacitated by illness or old age. There is in the Persian administration no graduated system of promotion, such as regulates the positions of occupants of Government posts in some other countries, and consequently each person has to trust to chance or favor, or superior personal energy for a rise in his department. The Persian Government in proportion to the needs of its public officers is, in respect to pensions and retiring allowances, more generous than judicious. After a person has been put on the list of salaried servants, the full amount of his pay is continued to him, unless he conducts himself improperly, as long as he lives, whether he is in active employment or not. If, moreover, he happens to be in a high position, at least one-third of his salary will be paid to his family after his death. Under this system of perpetual salaries as pensions, large numbers of persons who are often able to support themselves live upon the public funds, without ever having rendered any corresponding services to the Government.

7. From what has been already stated it will be observed in regard to this question that an employee received the whole amount of his salary when upon the retired list.

8. The Persian Government places no restrictions on those who are in receipt of a retiring pension or allowance, as to the employment of their time or means, and consequently many persons, while drawing regular pay from the Government, engage in other kinds of work or business.

9. In regard to this question it may be stated as a general rule, applying both to the central and provincial governments, that the Persian public service is open to all competitors who can write a good hand and compose a letter in an easy and flowing style. Government service here, however, is very much in the nature of a guild or close society, in which heredity, personal charm, and favor have considerable privileges and preferences; but, at the same time, the appointments are by no means closed to outsiders.

10. The employment of Mohammedan women in any capacity that would bring them into public contact with the male sex, outside the members of their own families, is both by law and precept strictly forbidden, and up to the present time no attempt has been made to apply to public business such abilities as they may possess.

With regard to pay or compensation for the several grades of employees, it may be said that there is no strict rule laid down in Persia as to pay or allowance. The lowest pay for a clerk or native writer is about $7 a month, and this can be increased at

any time and to any extent within the limits of the service. Some of the heads of bureaus receive as much as $5,000 or $6,000 a year, not to speak of their perquisites, which often equal if not exceed this amount. Length of service is not infrequently a ground for increase of compensation.

Public business in Persia is transacted as quickly as private business; it takes a long time as a rule, to get through with either. Public employees here are as competent and efficient as private employees of a similar class. There is probably no greater desire for presents or gifts, in the case of the transaction of a piece of public business here, on the part of the subordinates who have had to do with it, than there is on the part of the employees or clerks of merchants or other private business men. The notion of a special gift, however small it may be, to mark the completion of the most ordinary business transaction, whether private or public, is apparently a fixed one among almost all Persians. Thus, for example, if you buy a chair at an auction, the clerk who renders you the account and who comes for the money, asks you, quite as a matter of course, for a present of money for himself. The low wages paid in Persia evidently presupposes that these gifts will be made.

## CHINA.

In reply to the Department's circular of the 21st February, making inquiries as to the hours of labor, etc., of Government employees in China, the following report was made. After replying to the interrogatories with a view only to the Chinese public offices, separate replies are made with a view to the foreign employees of the imperial maritime customs service. The information supplied under this second head will, it is believed, be of more interest to the Department than that pertaining exclusively to Chinese yamêns, whose methods have little resemblance to those of other countries.

1. An official day's work in a Chinese public office is about five hours, sometimes more, sometimes less. The employees are not on duty every day. They are divided into squads which present themselves for duty alternately. In some cases an employee is on duty five days and five days off, etc. According to another system very common here, an employee reports for duty on all those days of the month which contain a certain number. For example, one squad will be required to present itself for duty on the "three-eight days," that is the 3d and 8th, 13th and 18th, 23d and 28th; another on the "four-six," etc.

2. The time of beginning and closing of the day's labors varies in the different departments. In the board of revenue, war, public works and punishments, work begins at about 11 or 12 o'clock and continues until 4 or 5. in the yamên of the inner council, work begins immediately after the morning audience with the Emperor, about 3 o'clock a. m., and continues until 8 or 9.

In most departments there is a department cook who supplies food to those on duty so that no interval for lunch is required.

3. No regulation exists for holidays, they being applied for in each instance and, when granted, pay is allowed during them. There are no Saturday or Sunday holidays in China. There is one month's vacation at the Chinese New Year, one day the 5th of the 5th moon, and one day the 15th of the 8th moon.

No regulation exists as to the method of granting sick leave.

4. The annual vacation is of one month's duration, viz, from the 20th of the last moon to the 20th of the 1st moon, or thereabout. During this vacation, known as the New Year vacation, all public offices are closed. Pay continues during this vacation.

5. Employees are paid quarterly, their pay being partly in silver and partly in rice.

6, 7, and 8. There is no regulation as to time of employment; practically however, employees are secure during good behavior. There is no retired list.

*9. Entrance into* the civil service is by competitive examination, appointment to *office being made from* the successful candidates. This remark does not, however, *apply to a very large* class of subordinate employees, or writers, who are appointed

by the heads of the departments. The literary degrees which entitle the possessor to official employment may also be had by purchase.

10. Females are not employed in any public office in China.

Appended to this report is an account of the organization of three public departments, which will give an idea of them all.

### THE FOREIGN OFFICE, OR TSUNGLI YAMÊN.

Created by imperial decree in 1861. This yamên is composed of eleven ministers, all of whom are also ministers in other departments. The diplomatic business is transacted by four secretaries and two undersecretaries. They are alternately on duty from 8 a. m. to 8 p. m., and occasionally appear before Prince Ching, the president of the foreign office, at 3 a. m. at the palace, and sometimes at the residences of other ministers. The salaries of these secretaries vary from $30 to $40 (United States currency) per month.

Besides these secretaries, there are about forty subordinate employees attached to the different departments of the office, as the American, English, French, etc. There are 10 of these employees also in the general office. Nominations are first made to the general office, and the officials are then advanced to special departments, becoming in time secretaries. The salaries of these employees are from $12 to $25 per month, and they are on duty in turns from 8 a. m. to 8 p. m.

### BOARD OF CIVIL OFFICE.

This board regulates the appointment, transfer and promotion of officials. It consists of two presidents, of whom one is Manchu, the other Chinese, and who receive $180 per annum and an allowance of about 69 hundredweight of rice. There are four vice-presidents with slightly smaller pay.

This board is subdivided into four departments having each two secretaries and two undersecretaries who receive each $80 per annum, and 5 hundredweight of rice. There are in addition four clerks and seventy-four official writers.

### THE BOARD OF REVENUE.

The board of revenue has the same number of presidents and vice-presidents as the board of civil office. It is, however, subdivided into fourteen departments, each of which is devoted to the affairs of one or more provinces, and each of which is in charge of two secretaries, four undersecretaries, and two clerks. In addition to these fourteen departments there are three treasuries, one for bullion, one for silk, and one for general stores, each in charge of one secretary, two undersecretaries, one clerk, four constables, and two writers. There are in all one hundred and twenty-two writers employed in this yamên.

The remaining principal public departments of the Chinese Government are organized and conducted on analogous principles.

1. Five hours constitute a day's work in the inspectorate-general of customs, Peking.

2. The day's labors begin at 9 a. m. and close at 3 p. m. One hour, from 12 to 1, is allowed for lunch.

3. Saturdays from 12 o'clock, and Sundays are holidays. Several days' holiday are granted at the Chinese New Year, at Christmas, and the foreign New Year. The 5th day of the 5th moon, the 15th of the 8th moon, and the Emperor's birthday are also customs holidays.

Sick leave is granted on the certificate of the physician in the employ of the customs and is at the discretion of the inspector-general.

4. There is no annual vacation, but leave for several days or longer may occasionally be had on application. At the expiration of five years' service two years' leave on half pay is granted for the purpose of allowing the employees to visit their native lands.

5. Employees are paid monthly.

6. Employees are, with rare exceptions, appointed to the service at the age of about *20 years, entering at the lowest grade* and being gradually promoted to higher grades.

The appointment is for life, but the commission may be revoked at any time by the inspector-general. There is no retired list, but in lieu thereof one year's full pay is granted after every seven years of service.

9. Appointments to the customs service are entirely in the control of the inspector-general, appointees being required to pass a qualifying examination are selected with the greatest care, and only young men of irreproachable character and standing are accepted.

10. Females are not employed.

The salaries of customs employees, that is, foreigners on the "indoor staff" only, are as follows:

Fourth assistant B, 900 haikwan taels;[1] fourth assistant A, 1,200; third assistant B, 1,500; third assistant A, 1,800; second assistant B, 2,100; second assistant A, 2,400; first assistant B, 2,700; first assistant A, 3,000; chief assistant, 3,600; deputy commissioner, 3,600; commissioners, 4,800, 6,000, and 7,500.

## JAPAN.

1. Eight hours constitute a day's labor for nearly all Government employees in Japan.

2. The time of opening and closing Government offices depends on the season of the year. From September 11 to April 19 the office hours are from 9 a. m. to 5 p.m.; April 20 to July 10, 8 a. m. to 4 p. m.; July 11 to September 10, 8 a. m. to 12 m., but all employees are required, if directed by their superiors, to work extra hours when the public business demands. There is no definite time allowed for rest and lunch, and it is left with the superior officers to say whether the time consumed for that purpose is excessive.

3. Holidays without abatement of pay are allowed as follows: Sundays, and national holidays, eleven in number. Employees are also allowed to be absent with full pay during the summer vacation, which extends from July 11 to September 10, provided such absence does not impede the transaction of public business, and during the winter holidays, which extend from December 28 to January 3. When an official is unavoidably absent on his own personal business he is allowed full pay for a period not longer than thirty days, and after that he may receive half pay within the discretion of his superior officer. Sick leave is allowed for a period of ninety days on full pay, and after that on half pay. Absence for more than fifteen days in succession on account of sickness must be sanctioned by the certificate of a competent physician. Those who receive injuries or fall ill during the performance of their public duties, or are in mourning, or taking holiday under special orders, are excepted from the foregoing rules, and continue to receive full pay.

4. An annual vacation is given for six days from December 29 to January 4 and a certain number of days between the 11th of July and the 10th of September, as members of each bureau can arrange between themselves with the sanction of the chief of the bureau.

5. All salaries are paid monthly.

6. Appointments are not for any definite term, but depend on good behavior. All have a right, after fifteen years' continuous service, to retire, unless it be merely to suit their own personal convenience, and receive a life pension amounting to one-fourth of the salary they may be receiving at the time of retirement. One two hundred and fortieth of the salary is added to the pension for each additional year of service above fifteen. At the age of 60 any official can retire for any purpose, whether to suit his personal convenience or not. So also one may be permitted to retire on account of his inability to perform his duties by reason of wound or disease incurred in the course of duty; or, if compelled to retire by reason of cessation of title, abolition of office, or other circumstances connected with the decrease of

[1] The haikwan tael is worth $1.01, United States currency.

business, such person is entitled to pension even if he may not have been in government service for fifteen years. Whenever one dies during his tenure of office, his family shall be allowed to receive, in case of higher officials (sonin), one-third of the yearly salary, and in case of lower officials (hannin), three months' salary at the time of his death. This rule does not exclude the widow and children of the deceased from receiving a fixed sum of money specially provided by the regulations relating thereto.

8. No pensioner is deprived of his pension on account of engaging in any business, except holding office.

9. All applicants for Government positions must pass a satisfactory examination before the civil-service examination bureau. Lower officials (hannin) are appointed from those who conform to either one of the following conditions:

(*a*) Those who have passed the civil-service examination for lower grade of officials.

(*b*) Those who have graduated from the Government middle school, commercial school, or other Government, public, or private school of equal standing.

(*c*) Those who have served three years as civil officers any time previously.

Higher officials (sonin) are only appointed from those who conform to either one of the following conditions:

(*a*) Those who have passed the civil-service examination for the higher grade of officials.

(*b*) Those who have served for the period of three years as higher officials any time previously.

Highest officials (chokunin) are only appointed by the direct order of the Emperor.

10. Females are only appointed to public positions in normal and girls' schools, but are paid the same wages as males for the same duties.

Salaries are not increased on account of length of service.

The following table shows the annual salary of the various officials:

| | Yen.[1] |
|---|---|
| Minister president of state | 9,600 |
| Minister of state | 6,000 |
| President of privy council | 5,000 |
| Vice-president of privy council | 4,500 |
| Privy councilor | 4,000 |
| Vice-minister of departments | 4,000 |
| Chief secretary of cabinet | 3,500 |
| President of the board of decoration | 4,000 |
| Vice-president of the board of decoration | 3,000 |
| President of the legislative bureau | 4,000 |
| Chief secretary of privy council | 3,500 |
| President of the board of auditors | 4,000 |
| President of the administrative court | 4,000 |
| Councilors of the administrative court | 1,200–3,000 |
| President of the railway bureau | 4,000 |
| Superintendent of metropolitan police force | 4,000 |
| President of the Hokkaido board of administration | 4,000 |
| Governor of fu and ken (city and prefecture) | 3,000–4,000 |
| Chief secretary of the House of Peers | 3,000 |
| Chief secretary of the Lower House | 3,000 |
| Judges | 600–5,000 |
| Procurators | 600–5,000 |
| President of the Imperial University | 4,000 |
| Directors of bureaus of different departments | 2,500–3,000 |
| Directors of sections | 3,000 |
| Secretaries of bureaus of different departments, private secretaries of ministers of state, councilors of bureaus of different departments, accountants of the finance department, and revenue officials of the finance department | 800–2,500 |
| Translators of the department of foreign affairs, inspectors of educational department, and "teishin jimukwan" (officials of the department of communications) | 700–1,800 |
| Officials of "hannin" rank of different departments, per month | 12–75 |

[1] A yen, silver, equals 66.9 cents; gold, equals 99.7 cents. The standard is nominally gold, but practically *silver*.

## AMERICAN REPUBLICS.

### MEXICO.

**In a letter addressed to Secretary Seward by Hon. John Bigelow, consul at Paris, in 1863, he said:**

In confirmation of the high estimate I have formed of the douane (custom-house) organization of France, it is proper that I should state that the administration has been applied to by several foreign Governments, including Italy, Russia, and Turkey, for working details of its operation, and for skilled officers of the French service to aid in transplanting it to their soil. One of these officers is now in Mexico organizing a new revenue system for that country entirely upon the French model.

**In a report made to the Commission by Commissioner Lyman, dated February 15, 1895, concerning the Eagle Pass customs district, the following account is given of the Mexican revenue system:**

While studying the situation from the American side I also visited all of the Mexican ports along the border and endeavored to ascertain what the practice of the Mexican customs officials is in reference to the employment and promotion of those engaged in the Mexican service, and what tests are applied. I was somewhat surprised and gratified to find that, while examinations of the character which we hold are not the practice with the Mexicans for admission to the service, yet after an employee is once in the service his qualifications are carefully observed on all possible lines, and record made of them, and retention in the service and promotion and transfer are based upon these records.

I obtained from the Mexican collector at Ciudad Porfirio Diaz blanks on which the record of the individual employees in the service is kept and revised once in six months. These blanks I file for the information of the Commission, and to show the care and thoroughness with which the record of each employee is kept and the wide range covered by the record and the minute and searching detail into which it goes. Among the matters covered may be mentioned a knowledge of legislation relating to fiscal subjects, knowledge of the method of accounting, knowledge of judicial decisions relating to fiscal matters, knowledge of the method of keeping and conducting the correspondence and the archives in relation to fiscal matters, knowledge of the tariff, knowledge of the methods of receiving and dispatching merchandise, knowledge of the customs regulations, knowledge of the topography and geography of the country, aptitude for outdoor work, aptitude for office work, knowledge of languages, general information, his character for bravery, talent or ability, character, gift of command, zeal for the service, general conduct, subordination to discipline, physical development. Upon these reports the employees are rated, and are promoted and transferred according to merits noted in each case. It is not an uncommon thing for subordinates to rise through the various grades of the service to the highest and most responsible positions, even to important collectorships. It is quite common to transfer employees from one custom-house to another and promote them to higher positions of trust and responsibility. In other words, merit is recognized and rewarded. We might copy much from the Mexicans in these matters to the advantage of our own service.

### HAITI.

1. The national and municipal hours of clerical work are from 9 a. m. to 3 p. m., with an indefinite interval between 12 and 2 p. m. for breakfast. The custom-house employees work from 8 a. m. to 12 m., and from 2 to 5 p. m.

3. There are no rules governing sick-leave and holiday pay, but the custom is to make no deduction from the regular salary. The holidays observed are Holy Thursday, one-half day; Good Friday, the 1st of May; All Saints' and All Souls' Day, the latter of which, November 2, is the national decoration day; Christmas, the 1st of January (Independence Day), and Mardi Gras, one-half day each on Monday, Tuesday, and Wednesday before Lent.

4. There is no rule providing for annual vacations.

5. Employees are paid monthly.

6. The only employees having fixed terms of service are secretaries of legation. They serve two years and are then changed. There is no retired civil list, but pensions are sometimes awarded in recognition of distinguished public service.

*9. No formality is* observed in securing appointment to the civil service.

*10. No women* are employed.

## VENEZUELA.

1. Six to seven hours constitute a day's work.

2. Office hours are from 8 a. m. to 5 p. m., with an interval from 11 to 2; or from 7 a. m. to 4 p. m., with an interval from 10 to 12.

3. The regular holidays allowed with pay are January 1, Thursday and Friday before Easter, April 19 (anniversary of the first movement toward independence), July 5 (Independence Day), and October 28 (the birthday of Bolivar); in all, six days.

There is no law regulating the granting of sick leave, it depending mainly upon the good will of the chief. In practice, however, a sick clerk generally furnishes a substitute, with whom he divides his pay.

4. An annual vacation of thirty days is allowed, with pay.

5. Salaries are paid on the 1st and 15th of each month.

6. Employees are not appointed for any fixed period, and they hold their positions at the will of the President or the minister under whom they serve.

Properly speaking, there is no retired civil list, though there is a law which permits an employee, after thirty years' continuous service, to appeal to Congress for a pension, presenting evidence of service. There is no recognized ratio for such pensions, Congress fixing the amount in each case. Such a pensioner may engage in business without forfeiting his pension. It is also within the discretion of the President to give to old clerks a small pension, known as a "jubilacion."

9. In order to enter the service no formalities are required aside from the procurement of sufficient "influence," which is all-important.

10. Females are employed only in the department of public instruction as teachers or inspectors of schools, and in a few cases in the telegraph offices. When so employed their salaries are the same as those of men employed in the same capacity.

As to compensation in the civil service accurate information is not obtainable. Salaries of ordinary clerks, however, vary from 60 to 100 pesos per month, equivalent to about $46 to $77. There is no civil-service system with clearly defined grades. Each Congress specifies in its appropriation the salary of each public servant, but the act of one Congress can not be taken as a precedent for the proceedings of its successor. Personal influence and favoritism are important factors. Political victories are usually followed by a general change of employees, although there may be found in the various departments of Government persons who have passed many years in the service, and whose usefulness and special experience and knowledge of the more intricate routine details have caused them to be retained throughout the numberless political convulsions of the past.

Length of service in itself is not recognized as a ground for increase of compensation, which, however, may be, and occasionally is, granted upon application.

The above refers primarily to the Federal Government, but the system of the State governments as to hours of labor, pensions for long service, etc., is the same. Upon every change in State administration, however, there is an inevitable sweeping change in all employees, and there is even less in the way of an organized civil service than in the National Government.

## COLOMBIA.

1. Five or six hours constitute a day's labor in the greater part of the Government and judicial offices; in the telegraph and a few others the hours of labor are longer. The rule, however, is that employees shall remain on duty as long as may be necessary to transact all business.

2. The hours of work are from 8 to 10 a. m. and from 12 to 3 or 4 p. m. These rules apply to the colder regions of the country; in the warmer sections there may be some variation.

3. All public offices are closed on the 20th of July and the 12th of October, and some offices are closed the entire Holy Week, while others close only on specified days of that week.

Furloughs are granted for sickness for a period not to exceed three months, at half pay. Sickness is proved by a sworn declaration of two doctors, in each case given before a competent judge.

4. There is an annual vacation of eleven to fifteen days given at the end of the fiscal year. In the judicial branch of the Government one month is allowed, commencing with the 20th of December.

5. Employees are paid at the end of each month.

6. The President, Vice-President, ministers of state, and other employees of the executive department are chosen every six years. The Second Vice-President, chosen to exercise the executive power, is elected every two years.

Senators are elected for a period of six years, being renewed by thirds every two years. Representatives are elected for a period of four years.

Councilors of state remain in office four years, one-half being removed every two years. The secretary and minor officials retain office two years.

The magistrate of the supreme court, as well as magistrates of the superior courts of the judicial districts, are appointed for life, and can not be removed except by impeachment. The superior judges of the judicial district and the circuit judges remain in office four years; the municipal judges one year.

The members of the departmental legislatures hold office for two years. The secretaries hold office at the pleasure of the respective legislatures. The governors of departments hold office for three years; their secretaries and subalterns at the pleasure of the governor.

The prefects, their secretaries and subalterns, also the mayors and their subalterns and the municipal attorneys, hold office for one year. The prosecuting officers of the upper and lower courts hold office for three years. Officers of all grades in the police force hold office as long as the appointing authority is in power.

The periods for which the employees are appointed are fixed by rules of the departmental assemblies and by resolutions of the municipal councils. These being wanting, the usual rules of the law are in force. The period of appointment for employees not already mentioned is estimated as follows: If in the employment of the National Government, the term of service is six years; if in the employment of the departments or provinces, three years; and if in municipal employ, one year.

There is no retired civil list.

9. All citizens in the actual exercise of their rights are eligible for appointment to any public administrative or judicial office, unless the law or the constitution calls for certain requirements and conditions or imposes certain restraints. The only requirement necessary in other cases is an appointment by competent authority.

The office of President or Vice-President of the Republic is open only to native-born Colombians and citizens in the exercise of their rights. They must be more than 30 years of age, and must have at least $1,200 annual income, either rent from real estate or proceeds of honorable labor. The President is not eligible for reelection for the next succeeding term.

The qualifications which one must possess to hold the office of senator are the same as those required to be President.

To be elected representative it is necessary to be more than 25 years of age, never to have been convicted of a crime which merits corporal punishment, and to be in the full exercise of citizenship.

To be a justice of the supreme court it is necessary to be a Colombian by birth, more than 35 years of age, and in the full exercise of citizenship; to have been a magistrate in some one of the superior courts of the district or of the former States, or to have practiced law with a good reputation for five years at least, or to have been a professor of jurisprudence in some public school.

To be magistrate of the superior courts one must be more than 30 years of age, in the full exercise of citizenship, and must have either exercised judicial functions, *practiced law* with a good reputation, or taught law in a public school for at least *three years.*

To be superior judge of a judicial district, or to be circuit judge, one must be in the full enjoyment of citizenship, have a thorough knowledge of law, and be of good reputation.

The municipal councilors and the deputies to the departmental assemblies are elected directly by popular vote. The electors vote for President and Vice-President of the Republic. The senators are elected by the departmental assemblies. Congress chooses the Second Vice-President, who exercises the executive power in the absence of the President and Vice-President.

All citizens who are able to read and write, or possess a prescribed income, vote for electors and elect representatives to Congress.

The Senate names two councilors of state, and the House of Representatives names two others. The President names two councilors of state, his cabinet ministers, the governors of the departments, and appoints all other public employees who are not under the jurisdiction of any functionary or corporation.

Appointments that are not by law delegated to a specified appointing authority are made by the President, if for a position under the National Government; by the governor, if for the department, or by the mayor, if for a city.

The President, Vice-President, cabinet ministers, councilors of state, justices of the supreme court, attorney-general, and governors of departments, can not be elected members of Congress until six months have elapsed after having ceased to perform the duties of their respective offices. The law forbids the election of anyone as senator or representative of a department or electoral circumscription in which he has exercised jurisdiction, civil, political, or military, during the three months next preceding the election. The President is not permitted to give employment to senators or representatives until one year after they have ceased to perform their respective duties, except as minister of state, councilor of state, governor, military agent, or commander in chief in time of war. The mere fact that a member of either house has accepted any post whatever is considered a sufficient ground for his expulsion.

The law forbids corporations or persons from exercising, at the same time, political and civil authority, or judicial and military authority.

The general rule is that a person can not fill two or more remunerative offices at the same time, though the following exceptions to this rule exist. Political and administrative employees of any class can be appointed professors in the public schools, or members of boards of charitable institutions. The offices of national tax collector, collector of departmental taxes, and city treasurer may be conferred on the same person. A person may at the same time be in charge of a telegraph office and of one or more offices of collector of taxes of any class. A person may hold the offices of municipal attorney and telegraph operator at the same time. A person may hold at the same time the offices of secretary to the mayor or to the judge or to the town council. A person may hold at the same time two or more offices, excepting those employed in the administrative and judicial branches, provided that the appointing power is certain that the employee will have sufficient time to fulfill all his duties, and that no inconvenience will result therefrom. A person who is called upon to fill two or more offices at the same time has the right of choice.

10. Women are given employment as directors or school-teachers in some public schools and colleges. They are also employed in telegraph and post offices. When so employed their compensation is the same as is received by men performing like duties.

Telegraph operators are allowed fees in proportion to the salary which they receive, according to the increase of work in their offices, and also according to the attention, zeal, and industry of the employee.

In the department of Panama, the governor is paid $10,000 annual salary, while secretaries of bureaus receive $3,600 salary, each, per annum in Colombian coin. The salaries of clerks range from $600 to $1,800 per annum, those of school-teachers from $360 to $1,200, and of judges of courts from $1,800 to $3,000.

## ECUADOR.

Referring to the Department's circular of February 21, 1893, relative to the collection of information regarding the hours of labor, compensation, vacation, etc., of Ecuadorian Government employees, the consul states that such information, in detail, would be very difficult to obtain, owing to the fact that the Government officials here would not only be loath to impart it, but might also consider such questions in the nature of an intrusion.

The consul's observation is that everything official is done at very irregular hours. The lower employees of the Government usually arrive at their offices at 9 o'clock in the morning, leave at 10.30 for breakfast, return till 4. The higher officers arrive at 12 and remain until 4 or 5. They come earlier when it suits them. There is no fixed schedule of compensation. The employees hold their positions at the pleasure of their superiors, and these at the pleasure of the President. No females, so far as known are in the Government service.

## PERU.

1. An official day's work consists of nine hours at some offices and six at others. Among the first are certain dependencies of the ministry of finance, as the department of custom-house statistics. The ministry of foreign affairs is comprised in the second.

2. At the nine-hour offices the hours are from 8 to 11 a. m., and from 12 m. to 6 p. m. At the six-hour offices the hours are only from 12 m. to 6 p. m. During these hours no interval for rest or lunch is allowed to the employees.

3. The salaries are paid for all days in the year, whether work or holidays. In case of illness from three to four months' leave with pay may be conceded, in other cases a longer term without salary; six months within the limits of the Republic, one year in other American countries, and two years in Europe or other places beyond the seas. This applies only to permanent employees.

4. No vacations whatever are given to Government employees. Only the functionaries of the judicial power have two months' holiday, which begins on the 15th of January of each year and ends on the 17th of March, inclusive.

5. Salaries are paid monthly, except those of diplomatic employees, who are paid annually in advance in case of legations to the United States and European countries; semiannually in advance in case of other legations.

6. A law passed in 1873 declared all Government employees simply in commission, without any right or title to permanency or to the enjoyment of a pension on retirement. Consequently, all the employees referred to are removable when the interest of the service requires it, nobody being actually in the enjoyment of any pension privilege except those who were appointed previous to the law referred to. Such privileges are only acquired after seven years' service, excepting in the case of the employee being maimed or rendered sick for life from the effects of the service itself or through his consecration to the same. To the said seven years is added the time occupied in the discharge of temporary duties or commissions when the pensioner has served previously in some other capacity obtained by him as a permanency. The age fixed by law for applying for a pension is seventy years. Retirement occurs when a position is suppressed or, on account of chronic disease, legally proved.

7. In fixing the ratio of pension to salary the salary is divided into thirty equal parts. Those who give proof only of having served six years receive nothing whatever, except in the case of illness through the effects of the service or in consequence of the same, as already stated. Those who complete seven years' service enjoy a pension of seven-thirtieths, and one-thirtieth of the salary is added to the pension for each extra year's service up to thirty years, when they receive their salary complete.

8. A pensioner may engage in private business without forfeiture of his pension. If called to service he receives the same salary he received as a pension, unless that assigned to the post be larger. Retired employees are obliged to re-enter the service when the Government appoints them to equal or similar posts to those from which they retired, in which case they enjoy the full salary they received before retiring. Those who, without good reason, refuse to fill the new posts to which they are appointed, lose their right to the pension they were previously enjoying.

9. In general, in order to enter the Government service it is necessary to be a citizen in the exercise of his rights. For some positions, such as minister, prefect, etc., it is necessary to be a Peruvian by birth. In the position of collector or administrator of a branch of the public revenues or in any other responsible position, a bond is required. Many other requisites are fixed by laws, and special rules and regulations, according to the kind and quality of each respective post.

10. Females do not occupy public positions, except at the post-office, and several are employed at the Lima telegraph office. The salary in these cases is that fixed for the post, with no reduction on account of sex.

## BOLIVIA.

1. Five hours of labor constitute an official day's work for clerks and all other employees in executive and judicial departments. The official day begins at noon and closes at 5 o'clock p. m. Laborers and workmen employed on Government works work from 8 to 10 a. m. and from 11 a. m. to 5 p. m.

2. To clerks and others beginning work at 12 m. no interval for rest or lunch is allowed. Laborers beginning work at 8 a. m. are allowed the hour from 10 to 11 a. m. for breakfast.

3. Below is a list of the official holidays during the present year (1893). Some of these are movable feasts, but the list given for 1893 would, with slight changes as to dates, be correct for any other year: January 1, 2, 3, 6, 23, 24, and 25; February 2, 12, 13, 14, 15, 16, 17, 18; March 19, 25, 26, 27, 28, 29, 30, and 31; May 3, 11, 21, and 28; June 1; July 14, 15, 16, 17, 18, 19, and 20; August 6 and 15; September 8; November 1, 2, and 3; December 8 and 25.

Nothing is deducted from the pay of clerks and other office employees for these holidays, but laborers on public works, etc., are paid only for days of actual labor.

In the case of clerks and office employees generally pay continues unchanged for fifteen days of sickness. If the sick leave required exceeds that time a substitute is employed and receives half pay, the other half being paid to the person on sick leave. There is no general rule as to the evidence of sickness required, it being necessary only that the chief of the office be satisfied as to the inability of the employee to perform his duties.

4. No annual vacation is allowed.

5. Clerks and office employees generally are paid monthly. Laborers are paid weekly.

6. There is no fixed tenure of office in any department. Employees are appointed and removed at the will of their superiors.

7. Employees retired from service receive no pay.

9. No formalities whatever are required to be observed to secure appointment in the civil service. Appointments and removals are made entirely as a result of the personal preference or dislikes of the higher officers of the Government.

10. Females are not employed in any capacity by the Government of Bolivia, or by the governments of any of the departments.

The compensation fixed for the several grades of employees is as follows: Cabinet ministers, 5,000 bolivianos per annum; first assistants, 2,400 bolivianos per annum; chief clerks, 100 bolivianos per month; clerks, 60 bolivanos per month. No increase of pay is allowed in consideration of length of service. The compensation of laborers

and workmen on Government work ranges from 1½ to 2 bolivianos per day. The present value of the boliviano is about 56 cents in money of the United States.

The facts herein given are for the most part gleaned from official documents furnished for the purpose by the Government of Bolivia. They may be relied upon as accurate.

### BRAZIL.

1. Five hours constitute an official day's work.

2. Office hours are from 10 a. m. to 3 p. m.

3. Besides Sundays the following holidays are allowed: January 1, February 24, April 21, May 3, May 13, July 14, September 7, October 12, November 2, and November 15.

Sick leave is allowed for six months with full pay and for six months with half pay. A medical certificate is required as evidence of sickness.

4. An employee has fifteen days vacation during the year, with receipt of all emoluments, which include salary and gratuities.

5. Employees are paid monthly, at the end of the month.

6. Appointments are not made for a definite period, and employees are retained in the service as long as they give satisfaction. Those who have served ten years can not be dismissed except for crime proved by judical or administrative process, or for recognized lack of zeal in the public service already proved by frequent absence from the office without just cause or by the abandonment of duties with which they have been charged.

After thirty years of service employees may be retired with full pay in case of advanced age or invalidism. In such a case an additional gratuity of 5 per cent for each year of service beyond thirty is added to the pension. An employee may also be retired after ten years with a salary proportional to the time of service.

8. A pensioner may accept remunerative employment or commission under either the State or the National Government, but during such time he loses the advantage of his pension.

9. In order to enter the Government service one must be more than 18 years of age, must give testimony of a good character, and must pass the required examination.

## MISCELLANEOUS.

### SPANISH COLONIES.

#### MANILA, PHILIPPINE ISLANDS.

1 and 2. The hours of labor are four a day, from 8 to 12 in the morning.

3. Sundays, religious holidays, and the King's and Queen's birthdays are allowed. For sick leave forty-five days with full pay, and three months half of the full salary, if in the city, and eight months if obliged to leave for Spain. A doctor's certificate must be furnished.

4. There is no annual vacation.

5. Salaries are paid once a month.

6. Employees are appointed for no fixed time.

7. There is a pension after 63 years of age, varying from two-fifths to four-fifths of the incumbent's salary, according to the length of his service.

8. A pensioner may engage in private business without forfeiture, but he is not allowed to engage in the official service without forfeiture of pension.

9. There are no formalities requisite for examination.

10. No females are employed.

#### CUBA.

1 and 2. The ordinary office hours constituting an official day's work are from 11 a. m. to 5 p. m. When there is important business the chief of the department may *assign the extra* hours necessary. No recess or rest is allowed.

*3. All holidays* are allowed with pay, as salaries are paid monthly.

Within the Island of Cuba sick leave is granted for one month with full pay and fifteen days more with half pay. If for another place, in America, forty-five days are granted with full pay, and if not sufficient twenty-two days more also with full pay. If for Spain or any port of Europe four months are granted, if the employee has served three years consecutively in the Island of Cuba; six months for six years' service, and eight months for ten years. During these four, six, and eight months the employee is entitled to full pay at the same rate as that received by clerks of the same class in Spain.

Evidence of sickness is furnished by written notice of the employee to the chief of the department, inclosing a medical certificate.

4. There is no annual vacation. Leave to attend to private matters is granted once a year upon application. Such leave is more limited than sick leave and is without pay.

5. Salaries are paid monthly.

6. Employees are not appointed for any stated period. They are retired with pension on account of age upon reaching 60 years of age, or because of physical disability for the service. In order to be retired with pension under either of the two causes stated the employee must have served at least fifteen years.

7. The employee who is retired after fifteen years' service is entitled to one-fifth of the salary of the highest office he may have filled during two years. For twenty years' service, he is entitled to two-fifths; for twenty-five years, three-fifths; the maximum allowed being four-fifths, after thirty-five years' service.

8. Pensioners may engage in business without forfeiting their retired pay, provided that their business or occupation is not paid for by the State, province, or municipality.

Employees retired for age can not again engage in active service. Those retired for sickness or physical incapacity may again take office under the State, province, or municipality, and in such case cease to receive their retired pay in order to draw the salary assigned to their office.

9. The formalities required to be observed to secure appointment in the civil service are:

(*a*) To be a clerk of the fifth and lowest class, the applicant must be 18 years of age and have taken the degree of bachelor of arts.

(*b*) To be a clerk of the fourth or third class, he must be 25 years of age, have graduated in some official university in political and administrative law, political economy, finance, and colonization laws.

(*c*) To be a clerk of the second class, he must have an academic diploma, such as for a physician, lawyer, pharmacist, etc.

A clerk can not be promoted from the fifth to the fourth class, fourth to third, third to second, etc., without having completed a term of two years' service at least in each class.

Military and volunteer officers may fill civil appointments.

10. Females are employed in the public service solely for teaching in the institutes of primary, elemental, and normal instruction.

## DANISH WEST INDIES.

1 and 2. The regular hours for Government offices are as follows: From 9 to 11 a. m. and from 1 to 4 p. m.; or from 8 to 10 a. m. and from 12 m. to 4 p. m. Post-office: From 8 a. m. to 5 p. m.; one hour for breakfast to employees, but not all at the same time. Schools: From 8 to 11 a. m. and from 12.30 to 4 p. m.

The offices are kept open if necessary for a longer period. The sheriff and notary public may be called in case of emergency at any hour. In case mail arrives, the post-office is reopened until 8 p. m.

3. Holidays are allowed with full pay. They are as follows: Sundays, Christmas and the day following, New Year's Day, Easter Monday, Ascension Day, Whit Monday, *July 25, and October 25.* The last two dates indicate the beginning and ending

of the hurricane season. The King's birthday is a half holiday. During holidays the offices are kept closed, except the post-office, which is only opened in case of arrival or departure of mail.

In case of sickness a physician's certificate is required, although there is no set rule upon the subject. If a sickness should last long or the official or employee be considered incurable, he may be discharged.

4. Annual vacations are not allowed with pay. In case of failing health, both officials and employees may, even if not actually sick, secure a leave of absence for a trip home or abroad, not exceeding one year, upon half pay. Physicians give it as an opinion that Europeans residing in the tropics should make a journey abroad at least every three or four years.

5. Salaries are paid monthly; the officials in advance and the employees at the end of the month.

6. Officials are appointed by the King for life. It seldom occurs that an official continues long in the same office, as advancements are made partly by seniority and partly by capability. Employees are practically appointed for life, as they are never discharged except for good cause. The King only has power to discharge an official. He rarely exercises this power except for the best reasons.

7. Upon reaching the age of 70, or, if he has given as much as twenty years' active service in the colonies, 65, an official is entitled to be retired upon a pension. This pension is calculated as follows: His average income for the last five years of his service is found, or if he have not served so long the average income for his whole term of service. For less than two years' service his pension is fixed at one-tenth of this average income so ascertained; for two to four years of service, two-tenths; for four to seven years, three-tenths; for seven to ten years, four-tenths; for ten to twenty years, five-tenths; after which one-sixtieth is added for each succeeding year of service until forty-sixtieths is reached, which is the maximum. In finding the income as indicated above, perquisites and a certain part of expense money are also counted as well as the salary, but such income used as the base of calculation shall not exceed $6,000, nor shall any pension exceed $3,000. An official who is discharged in consequence of injuries received in the line of duty receives the maximum pension at once, i. e., two-thirds of his income. When he is discharged owing to the discontinuance of his office, he receives two-thirds of his income for five years.

The widow of an official is also entitled to a pension amounting to one-eighth of his income, calculated on the same base that his pension was or would have been. In the discretion of the King, her children may also receive a pension of from $10 to $50 each until they reach the age of 18. A widow loses her pension upon marrying again, or upon coming into disrepute in any way.

8. The retired official or employee has entire control of his time. He can forfeit his pension only by conviction of serious crime.

9. With rare exceptions, officials and employees must pass examinations in order to enter the service.

10. Females are only employed as teachers in the public schools. They receive the same pay as male teachers.

The length of service is in itself a sufficient reason for increase of salary, pay, etc., of Government officials, employees; and teachers.

## HAWAIIAN ISLANDS.

[NOTE.—This report was written prior to the late revolution, and consequently relates to the old monarchical Government.]

1. Seven hours constitute a day's work in the Government service.

2. Office hours are from 9 a. m. to 4 p. m., with an interval from 12 to 1 for rest and lunch.

*3. All legal* holidays are allowed with pay. There is no fixed rule as to sick leave *nor is any evidence* required to be furnished.

4. Vacations with pay are allowed, but no particular time is specified by law.

5. Salaries are paid quarterly in the case of the heads of departments and monthly in the case of chief clerks and subordinates.

6. Cabinet officers are appointed by the Sovereign, and are subject to removal only by vote of the Legislature or by impeachment. Head clerks and subordinates are appointed during good behavior.

10. With the exception of one woman employed in the interior department, females are not employed.

The salaries paid the various officials are as follows:

Cabinet ministers, $4,000; chief justice, $6,000; associate justices, $5,000; marshal of the Kingdom, $3,500; collector-general, $3,500; auditor-general, $4,000; circuit judges, $3,000; police judges, $3,000; district judges, $800 to $2,000; postmaster-general, $3,500.

Length of service favors promotion, but salaries are fixed by act of the Legislature.

**Comparative table showing the hours of labor, methods of appointment, tenure**

As will be seen from the table, the analysis of the information contained in the preceding pages

1. In all of the principal countries an entrance examination, both mental and physical, is required after the employee has become incapacitated by reason of age, length of service, or physical infirmity, one-sixth to four-fifths of actual salary. In some countries it is optional with the employee to retire required before retirement.

2. The salaries paid to clerks and other subordinate employees are lower than those paid by the of bureaus and chiefs of divisions—are, as a rule, higher than those paid in the United States.

3. The hours of labor vary in the different countries. In the far northern, as well as in the well as in the United States, the hours of labor of postal employees are longer than those of other

4. The time allowed for lunch, the amount of annual leave with pay, and the amount of sick leave leave is fixed according to the grade of the employee, the higher grade of employees being allowed than the United States.

5. An unusually large number of holidays is allowed, especially in the Oriental countries. These European countries. In some countries, however, national events are also celebrated.

6. In some countries females are not employed at all, while their employment in other countries

| Countries. | Age limits. | Entrance examination required. | Physical qualifications required. | Range of annual salaries. (Equivalent in United States money.) | Tenure of office. |
|---|---|---|---|---|---|
| Australia (south) | *16 years | Yes | Yes | $250 and upward [1] | Permanent [2] |
| Australia (west) | Not stated | Yes | Yes | Not stated | Insecure [3] |
| Austria-Hungary | *18 to 40 | Yes | Yes | $680 and upward [5] | Permanent [6] |
| Bavaria | Not stated | Yes | Yes | $400 [8] | Permanent [6] |
| Belgium | Not stated | Yes | Yes | $240 to $580 | Permanent [6] |
| Bolivia | Not stated | No | No | $396 and upward | Insecure [3] |
| Brazil | *18 years | Yes | Yes | Not stated | Permanent [10] |
| British India | †25 years | Yes | Yes | Not stated | Permanent [10] |
| Canada | Not stated | Yes | Yes | $400 to $1,400 | Permanent [2] |
| China | Not stated | Yes | Not stated | $300 and upward [13] | Permanent [10] |
| Colombia | None | No | No | $600 to $1,800 | Limited [15] |
| Cuba | *18 years | ([16]) | Not stated | Not stated | Not stated [17] |
| Ecuador | Not stated | Not stated | Not stated | No fixed schedule | Insecure [3] |
| Egypt | *18 years | Yes | Yes | $240 to $1,200 | Permanent [2] |
| France | Not stated | Yes | Yes | Not stated | Permanent [20] |
| Great Britain | *17 to 25 | Yes | Yes | $350 to $2,500 | Permanent [22] |
| Haiti | None | No | No | Not stated | Insecure [17] |
| Hawaiian Islands [26] | Not stated | Not stated | Not stated | Not stated | Permanent [10] |
| Holland | Not stated | Yes | Yes | $160 to $1,527 [27] | Permanent [17] |
| Italy | Not stated | Yes | Yes | Not stated | Permanent [6] |
| Japan | Not stated | Yes | Not stated | $144 to $1,800 | Permanent [10] |
| Manila | None | No | No | Not stated | Not stated [17] |
| Morocco | None | No | No | Bribes and presents | Insecure [28] |
| Norway | Not stated | Not stated | Not stated | $312 to $390 | Permanent [29] |
| Persia | No | ([30]) | No | $84 to $6,000 | Permanent [6] |
| Peru | Not stated | Special rules | Not stated | Not stated | Insecure [3] |

[1] With an annual increase until appointed to sixth class.
[2] Absolute after probation.
[3] Removable at pleasure of appointing power.
[4] Four hours on Saturdays.
[5] Salary increased every five years.
[6] Appointed for life.
[7] One hour for higher officials; subordinates bring their lunches with them.
[8] Increase every four or five years until twentieth year of service.
[9] *Four years* with pay in some departments.
[10] *During good behavior.*
[11] *According to grade* of employees, furloughs of one year after ten years of service, and thereafter at intervals of not less than eight years.
[12] No holidays to postal employees in outside service.
[13] The salaries of employees of the customs service range from $900 to $7,500 per annum.
[14] One year's pay after every seven years of service.
[15] Appointment limited to from one to six years.
[16] Academic certificate required.
[17] No fixed tenure, but where pensions are granted assumed to be permanent.
[18] From one month to eight months, according to length of service.

*Minimum. †Maximum.

**of office, etc., of clerks in the governmental service of various countries.**

relating to civil service in foreign countries develops the following facts:
before appointment to the service. The tenure of office is permanent, or during good behavior, and
he is retired with a pension, the amount of which varies, in proportion to the length of service, from
after fifteen years of service, while in other countries from thirty to thirty-five years of service are

United States Government, but in the principal countries the salaries of higher officials—such as heads

tropical and semitropical countries the hours of labor are short. In nearly all of the countries, as
governmental employees.
with pay, vary in the different countries. In some the time for lunch or rest, or amount of annual
more time than those of inferior rank. Many of the countries are more liberal in regard to sick leave

holidays are, as a rule, religious ones; Christmas and New Year's Day being generally observed in the

is, as a rule, limited to work of teachers, telegraph operators, and positions in the postal service.

| Number of hours of labor (including time allowed for lunch or rest). | Time allowed for lunch or rest. | Amount of annual leave with pay. | Amount of sick leave with pay. | Number of holidays with pay (excluding the 1 day in 7 usually observed as Sunday). | Retired with pension for length of service or infirmity. | Females employed. |
|---|---|---|---|---|---|---|
| 7½ hours .... | 45 minutes. | 14 days ..... | 2 months ..... | 9..... | Yes..... | Limited. |
| 7 hours [4].... | 1 hour ..... | 6 weeks..... | Not limited..... | 11..... | Yes..... | Limited. |
| 9 hours ..... | ([7]) | 3 to 6 weeks. | 1 year ..... | Legal holidays. | Yes..... | Limited. |
| 9 to 11 hours | 2 to 3 hours | 2 to 6 weeks. | Allowed; amount not stated. | 16..... | Yes..... | No. |
| 6½ to 7 hours | 1 hour..... | 15 days ..... | Variable[9] ..... | 5..... | Yes..... | Limited. |
| 5 hours ..... | None ..... | None ..... | 15 days ..... | 43..... | No ..... | No. |
| 5 hours ..... | Not stated. | 15 days ..... | 6 months on full pay; 6 months on half pay. | 10..... | Yes..... | Not stated. |
| 6½ hours .... | Not stated. | ([11]) | 6 months ..... | 20 to 40 .... | Yes..... | No. |
| 6½ hours .... | 1 hour ..... | 3 weeks..... | 6 months ..... | 14 [12]..... | Yes..... | Yes. |
| 5 hours ..... | None ..... | 32 days ..... | No regulation ..... | No regulation. | ([14]) | No. |
| 7 to 8 hours. | 2 hours .... | 11 days to 1 month. | 3 months on half pay. | 2..... | No..... | Limited. |
| 6 hours ..... | None ..... | None ..... | ([15]) | All holidays | Yes..... | Limited. |
| Irregular ... | Not stated. | Not stated.. | Not stated ..... | Not stated. | Not stated. | No. |
| 5 hours ..... | Variable... | Variable.... | 2 months on full pay; 2 months on half pay; 2 months on quarter pay. | 13 [19]..... | Yes..... | No. |
| 9 hours ..... | 2 hours .... | 15 to 30 days | 3 months with full pay; 3 months with half pay. | 10..... | Yes..... | Limited.[21] |
| 7 hours ..... | 30 minutes. | 14 to 48 days[23] | 6 months on full pay; 6 months on half pay. | 7 [24]..... | Yes..... | Limited.[25] |
| 6 hours ..... | 2 hours .... | No rule..... | No regulation..... | 8..... | No..... | No. |
| 7 hours ..... | 1 hour ..... | Allowed; amount not stated. | No regulation..... | Legal holidays. | Not stated. | No. |
| 5 to 8 hours. | 1 to 2 hours | 2 to 4 weeks. | Not limited..... | All public holidays. | Yes..... | Limited. |
| 6 to 7 hours. | 2 hours .... | 10 days to 1 month. | Variable..... | Legal holidays. | Yes..... | Limited. |
| 8 hours ..... | Indefinite.. | 36 days ..... | 90 days on full pay; 45 days on half pay. | 11..... | Yes..... | Limited. |
| 4 hours ..... | Not stated. | None ..... | 45 days on full pay; 3 months on half pay. | Religious holidays. | Yes..... | No. |
| ([29]) | Optional... | No regulation. | No regulation..... | Religious holidays. | Yes..... | Limited. |
| 5 hours ..... | None ..... | 4 weeks..... | No regulation..... | 11..... | Yes..... | Limited. |
| 8 hours [31] ... | 2 hours .... | No regulation. | Unlimited ..... | 57 [32]..... | Yes..... | No. |
| 6 to 9 hours. | None ..... | None ..... | 3 to 4 months ..... | All holidays | Yes..... | Limited. |

[19] Excluding fifty-two Fridays, the Musselman's Sabbath.

[20] No removals are made except for cause, and after trial.

[21] The ratio of women to men employed is about as 1 to 8.

[22] During pleasure of appointing power, but practically no removals are made except for cause.

[23] According to length of service.

[24] Half holidays on alternate Saturdays.

[25] Mainly in the postal service, where they form a large percentage of the employees.

[26] This *information was furnished* prior to the late revolution, and consequently relates to the old monarchical government.

[27] Length of service no ground for increase of salaries.

[28] Employees hold their places so long as they can squeeze enough money out of subordinates to satisfy their superiors.

[29] Optional with the employee.

[30] Penmanship and letter-writing are the only qualifications necessary.

[31] Employees are fined $1 for each case of tardiness.

[32] Offices are also closed on every Monday and Friday.

**Comparative table showing the hours of labor, methods of appointment, tenure**

| Countries. | Age limits. | Entrance examination required. | Physical qualifications required. | Range of annual salaries. (Equivalent in United States money.) | Tenure of office. |
|---|---|---|---|---|---|
| Prussia | Not stated | Yes | Yes | Not stated | Permanent [1] |
| Russia | *16 years | ([4]) | Not stated | Not stated | Permanent [5] |
| Saxony | Not stated | Yes | Yes | $309.40 to $856.80 | Permanent [6] |
| Sweden | Not stated | ([9]) | Not stated | $36 and upward | Permanent [10] |
| Switzerland | Not stated | Yes | Yes | $360 and upward | Permanent [10] |
| Turkey in Asia | *20 years | ([11]) | Yes | Irregular and uncertain. | Insecure [12] |
| **United States of America.** | *20 years | Yes | Yes | $600 to $1,800 | Insecure [13] |
| Venezuela | No | No | No | $542 and upward | Insecure [12] |
| Victoria | *16 to 30 | Yes | Yes | Not stated | Permanent [10] |
| West Indies (Danish) | Not stated | Yes | Not stated | Not stated | Permanent [1] |

[1] Appointed for life.
[2] Eleven hours are required in the postal service, with from two to three hours for lunch.
[3] According to grade of employee.
[4] Academic certificate required.
[5] During pleasure of the employee.
[6] Cumulative leave allowed; one month for each year of service.
[7] Pension right extends to widows and minor children.
[8] Absolute after probation.
[9] Legal or collegiate education required.
[10] No removals are made except for cause, and after trial.

* Minimum.

of office, etc., of clerks in the governmental service of various countries—Continued.

| Number of hours of labor (including time allowed for lunch or rest). | Time allowed for lunch or rest. | Amount of annual leave with pay. | Amount of sick leave with pay. | Number of holidays with pay (excluding the 1 day in 7 usually observed as Sunday). | Retired with pension for length of service or infirmity. | Females employed. |
|---|---|---|---|---|---|---|
| 7 hours[2] .... | Not stated. | 1 to 4 weeks[3] | 2 years ..... | 8..... | Yes..... | Limited. |
| 6 hours ..... | Indefinite.. | 1 month .... | ([6]) | Legal holidays. | Yes[7] .. | Yes. |
| 7 to 8 hours. | Not stated. | Not stated.. | Not stated..... | Not stated. | Yes..... | Limited. |
| 4 to 6 hours. | Indefinite.. | 30 to 45 days. | Allowed; amount not stated. | 10..... | Yes..... | Limited. |
| 10 hours .... | 2 hours .... | No regulation. | No regulation ..... | 9 whole and 8 half holidays. | Yes..... | Limited. |
| 2 to 8 hours. | Variable [12]. | None ..... | 6 months ..... | Religious holidays. | Yes..... | No. |
| 7 hours..... | 30 minutes. | 30 days..... | 30 days[14] ..... | 7..... | No..... | Yes. |
| 8 to 9 hours. | 2 to 3 hours. | 30 days ..... | No regulation ..... | 6..... | No[15].... | Limited. |
| 7½ hours[16] .. | Not stated. | 3 weeks[17]... | 12 months ..... | 9..... | No..... | Limited. |
| 5 to 6 hours. | 1 hour..... | None ..... | No regulation ..... | 8..... | Yes[7] ... | Limited. |

[11] Must be graduates of the Turkish political school.

[12] Removable at pleasure of appointing power.

[13] Two intervals for prayer each day.

[14] May be extended to sixty days in exceptional cases.

[15] After thirty years of service an employee may appeal to Congress for a pension.

[16] Three hours on Saturdays.

[17] Furlough of one year (six months on full and six months on half pay) is granted after twenty years of service.

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